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ABSTRACT

Included in this document are the proceedings from a conference on Youth Employment held September 26-27, 1979, in Baltimore, Maryland. This report is divided into the following four sections: conference agenda: conference papers: symposia outlines of conference sessions: and selected youth statistics. The following conference papers comprise the major portion of this report. Interagency Collaboration in Education and Work Programs: Involving Schools in Employment and Training Programs for Youth: The Universe of Need for Youth Employment: Practical Alternatives for Educating the Poor: and Community-Based Policy Position and Recommendation to the President's Task Force on Youth Employment. (BM)

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THE VICE PRESIDENT'S TASK FORCE
ON YOUTH EMPLOYMENT

WORKPLACES AND CLASSROOMS: A PARTNERSHIP FOR THE 80'S

SEPTEMBER 26-27
BALTIMORE, MARYLAND

SPONSORS:

HON. WILLIAM DONALD SCHAEFER
MAYOR, BALTIMORE, MARYLAND

OFFICE OF YOUTH PROGRAMS,
U.S. DEPARTMENT OF LABOR

Organization Assistance Provided
to the Vice President's Task Force by

Mayor's Office of Manpower Resources
701 St. Paul Street
Baltimore, Maryland 21202

CE023797

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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Taylor

ACKNOWLEGEMENTS

In helping the Task Force plan this conference, the Baltimore Mayor's Office of Manpower Resources was assisted by a number of individuals and organizations. They provided information about their programs, access to youth in their programs, data, advice, and counsel on the conference program. We appreciate the efforts of:

The National Youth Work Alliance
Baltimore City Public Schools
Baltimore Mayor's Office of Promotion and Tourism
Baltimore Mayor's Advisory Committee on Art and Culture
Baltimore City Municipal Reproduction
Baltimore Convention Center
Control Data Corporation
Commercial Credit Company
B & O Transportation Museum
Baltimore World Trade Center
Baltimore PREP Program
Adult Learning Center
Harbor City Learning
Self-Directed Placement
COIL PREP Program
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TEAM Associates, Inc.

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Conference Planning Team
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  Brenda House
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  Gary Lacy
  Karen Olsson
  Elizabeth VanderPutten
  Alan Weisberg

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CONFERENCE AGENDA

WORKPLACES &CLASSROOMS

AGENDA

WEDNESDAY - SEPTEMBER 26, 1979

2:00 P.M. - 5:30 P.M. REGISTRATION

LOCATION: MAIN LOBBY OF ALL HOTELS

5:30 P.M. - 9:00 P.M. OPENING SESSION

LOCATION: B & O RAILROAD
MUSEUM ROUNDHOUSE

5:30 - 7:00 COCKTAILS

7:00 - 8:00 DINNER

8:00 - 9:00 OPENING REMARKS - CONFERENCE GOALS

WILLIAM J. SPRING
ASSOCIATE DIRECTOR FOR
EMPLOYMENT POLICY STAFF,
THE WHITE HOUSE

ADDRESS: MARY FRANCES BERRY
ASSISTANT SECRETARY FOR
EDUCATION
DEPARTMENT OF HEALTH,
EDUCATION AND WELFARE

ERNEST GREEN
ASSISTANT SECRETARY FOR
EMPLOYMENT AND TRAINING
DEPARTMENT OF LABOR

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THURSDAY - SEPTEMBER 27, 1979

7:30 A.M. - 9:00 A.M.	REGISTRATION
	LOCATION: SECOND FLOOR, CONVENTION CENTER
7:30 A.M. - 9:00 A.M.	INTERNATIONAL BREAKFAST
9:00 A.M. - 10:00 A.M.	PLENARY SESSION
	"YOUTH: THEIR PROBLEMS AND THEIR PROMISE"
	LOCATION: ROOM 317
	WELCOMING REMARKS:
	MARION PINES DIRECTOR MAYOR'S OFFICE OF MANPOWER RESOURCES
	MAIN SPEAKER: REVEREND LEON SULLIVAN PRESIDENT, OIC
10:00 A.M. - 10:15 A.M.	BREAK
10:15 A.M. - 11:45 A.M.	SYMPOSIA SERIES I
	SYMPOSIA I. 1
	DEVELOPMENTAL NEEDS OF YOUTH
	LOCATION: ROOM 302
	MODERATOR: DIANE HEDIN ASSOCIATE DIRECTOR, CENTER FOR YOUTH DEVELOPMENT & RESEARCH UNIVERSITY OF MINNESOTA
	SYMPOSIA I. 2
	DISCRIMINATION
	LOCATION: ROOM 304
	MODERATOR: GWEN REMY COUNCIL FOR GREATER CITY SCHOOLS, WASHINGTON, D.C.

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THURSDAY - SEPTEMBER 27, 1979

10:15 A.M. - 11:45 A.M.

SYMPOSIA SERIES I (CONTINUED)

SYMPOSIA I. 3

HIGH RISK YOUTH

LOCATION: ROOM 311

MODERATOR: JAMES TURANSKI
EXECUTIVE DIRECTOR, THE DOOR
A CENTER OF ALTERNATIVES
NEW YORK

SYMPOSIA I. 4

ADOLESCENT PARENTS

LOCATION: ROOM 313

MODERATOR: RHONDA EINHORN
LEGISLATIVE ASSISTANT TO
SENATOR HOWARD METZENBAUM
WASHINGTON, D.C.

SYMPOSIA I. 5

RURAL YOUTH

LOCATION: ROOM 315

MODERATOR: LARRY BUBOLTZ
DIRECTOR, RURAL MINNESOTA CEPT,
INC., DETROIT LAKES, MINNESOTA

SYMPOSIA I. 6

INNER CITY YOUTH

LOCATION: ROOM 312

MODERATOR: KATHLYN MOSES
DIRECTOR, URBAN EDUCATION
STAFF, WASHINGTON, D.C.

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THURSDAY - SEPTEMBER 27, 1979

10:15 A.M. - 11:45 A.M.

SYMPOSIA SERIES I (CONTINUED)

SYMPOSIA I. 7

BILINGUAL AND BICULTURAL PROGRAMS

LOCATION: ROOM 314

MODERATOR: JOSUE GONZALES
DIRECTOR OF BILINGUAL EDUCATION
WASHINGTON, D.C.

SYMPOSIA I. 8

THE DEMOGRAPHICS OF YOUTH

LOCATION: ROOM 316

MODERATOR: JOEL LEE
MAYOR'S OFFICE OF MANPOWER
RESOURCES,
BALTIMORE, MARYLAND

SYMPOSIA I. 9

BASIC SKILLS IN EDUCATION AND IN WORK

LOCATION: ROOM 318

MODERATOR: BARBARA JACKSON
DEAN, SCHOOL OF EDUCATION,
MORGAN STATE UNIVERSITY
BALTIMORE, MARYLAND

SYMPOSIA I. 10

EMPLOYABILITY

LOCATION: ROOM 320

MODERATOR: ROSALIE TYRON
EXECUTIVE DIRECTOR, ADVOCAP,
FON-DU-LAC, WISCONSIN

THURSDAY - SEPTEMBER 27, 1979

10:15 A.M. - 11:45 A.M.	SYMPOSIA SERIES I (CONTINUED) SYMPOSIA I. 11 CHANGING NATURE OF THE WORKPLACES LOCATION: ROOM 322 MODERATOR: JOHN COLEMAN, PRESIDENT, EDNA MCCONNELL CLARK FOUNDATION, NEW YORK
12:00 P.M. - 2:00 P.M.	WORKING LUNCH
12:30 - 12:45	WELCOMING REMARKS - THE HONORABLE WILLIAM DONALD SCHAEFER, MAYOR, BALTIMORE, MARYLAND
12:45 - 2:00	ADDRESS - STUART EIZENSTAT, ASSISTANT TO THE PRESIDENT, THE WHITE HOUSE
2:00 P.M. - 3:00 P.M.	PLENARY SESSION "INSTITUTIONS: THE GAP BETWEEN THEIR SELF-PERCEPTION AND THE PUBLIC EXPECTATIONS" LOCATION: ROOM 317 INTRODUCTION OF MAIN SPEAKER: ARNOLD PACKER, ASSISTANT SECRETARY OF LABOR FOR POLICY EVALUATION AND RESEARCH MAIN SPEAKER: KENNETH B. CLARK, PRESIDENT, CLARK, PHIPPS, CLARK AND HARRIS, INC., NEW YORK, NEW YORK
3:00 P.M. - 3:15 P.M.	BREAK
3:15 P.M. - 5:00 P.M.	SYMPOSIA SERIES II SYMPOSIA II. 1 THE ROLE OF INSTITUTIONS LOCATION: ROOM 302 MODERATOR: ANTHONY CARNEVALE, WASHINGTON, D.C.

THURSDAY - SEPTEMBER 27, 1979

3:15 P.M. - 5:00 P.M.

SYMPOSIA SERIES II (CONTINUED)

SYMPOSIA II. 2

THE ROLE OF INSTITUTIONS

LOCATION: ROOM 304

MODERATOR: NATHANIEL SEMPLE
SENIOR LEGISLATIVE ASSOCIATE
HOUSE COMMITTEE ON
EDUCATION AND LABOR
WASHINGTON, D.C.

SYMPOSIA II. 3

THE ROLE OF INSTITUTIONS

LOCATION: ROOM 311

MODERATOR: GEORGE AUTREY
PRESIDENT, MDC, CHAPEL HILL,
NORTH CAROLINA

SYMPOSIA II. 4

THE ROLE OF INSTITUTIONS

LOCATION: ROOM 313

MODERATOR: JON WEINTRAUB
ASSOCIATE DIRECTOR, NATIONAL
ASSOCIATION OF COUNTIES
WASHINGTON, D.C.

SYMPOSIA II. 5

THE ROLE OF INSTITUTIONS

LOCATION: ROOM 315

MODERATOR: HARRIET BERNSTEIN
ACTING DIRECTOR, EDUCATIONAL
STAFF SEMINAR, INSTITUTE
FOR EDUCATIONAL LEADERSHIP
WASHINGTON, D.C.

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THURSDAY - SEPTEMBER 27, 1979

3:15 P.M. - 5:00 P.M.

SYMPOSIA SERIES II (CONTINUED)

SYMPOSIA II.6

THE ROLE OF INSTITUTIONS

LOCATION: ROOM 312

MODERATOR: JAMES O'CONNELL
CHIEF LEGISLATIVE ASSISTANT
OFFICE OF SENATOR JAVITS,
WASHINGTON, D.C.

SYMPOSIA II.7

THE ROLE OF INSTITUTIONS

LOCATION: ROOM 314

MODERATOR: ROBERT PENN
VICE PRESIDENT, OPERATIONS
MANAGEMENT, MANPOWER
DEMONSTRATION RESEARCH
CORPORATION, NEW YORK

SYMPOSIA II.8

THE ROLE OF INSTITUTIONS

LOCATION: ROOM 316

✓ MODERATOR: ISABEL SAWHILL
EXECUTIVE DIRECTOR, NATIONAL
COMMISSION FOR EMPLOYMENT
POLICY, WASHINGTON, D.C.

SYMPOSIA II.9

THE ROLE OF INSTITUTIONS

LOCATION: ROOM 318

MODERATOR: TREY COLEMAN
YOUTH SPECIALIST,
U.S. CONFERENCE OF MAYORS,
WASHINGTON, D.C.

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THURSDAY - SEPTEMBER 27, 1979

3:15 P.M. - 5:00 P.M. SYMPOSIA SERIES II (CONTINUED)

SYMPOSIA II.10

THE ROLE OF INSTITUTIONS

LOCATION: ROOM 320

MODERATOR: SUSAN GRAYSON
STAFF DIRECTOR, HOUSE
SUBCOMMITTEE ON EMPLOYMENT
OPPORTUNITIES
WASHINGTON, D.C.

SYMPOSIA SERIES II

THE ROLE OF INSTIUTIONS

LOCATION: ROOM 322

MODERATOR: JOHN CHESTON
OFFICE OF POLICY DEVELOPMENT
U.S. DEPARTMENT OF LABOR
WASHINGTON, D.C.

6:00 P.M. - 10:00 P.M. CRAB FEAST

LOCATION: SOUTH PROMENADE
INNER HARBOR

FRIDAY - SEPTEMBER 28, 1979

7:30 A.M. - 9:00 A.M. **BREAKFAST**

9:00 A.M. - 10:00 A.M. **PLENARY SESSION**

"YOUTH INITIATIVES: EXPERIENCE TO DATE"

LOCATION: ROOM 317

INTRODUCTION OF MAIN SPEAKER: DAVID HORNBECK
MARYLAND STATE
SUPERINTENDENT
OF SCHOOLS

MAIN SPEAKER: F. RAY MARSHALL
SECRETARY OF LABOR

10:00 A.M. - 10:30 A.M. **BREAK**

10:30 A.M. - 12:00 P.M. **SYMPOSIA SERIES III**

SYMPOSIA III. 1

ENTITLEMENT

LOCATION: ROOM 302

MODERATOR: BENETA BURT
ASSOCIATE DIRECTOR, YOUTH
PROGRAMS, JOB DEVELOPMENT
AND TRAINING, JACKSON,
MISSISSIPPI

SYMPOSIA III. 2

IN-SCHOOL EXEMPLARY PROJECTS

LOCATION: ROOM 304

MODERATOR: C. BENJAMIN LATTIMORE
EXECUTIVE DIRECTOR, YOUTHWORK,
INC., WASHINGTON, D.C.

SYMPOSIA III. 3

RESIDENTIAL APPROACHES

LOCATION: ROOM 311

MODERATOR: GRAHAM FINNEY
PRESIDENT, CORPORATION FOR PUBLIC-
PRIVATE VENTURES
PHILADELPHIA, PENNSYLVANIA

FRIDAY - SEPTEMBER 28, 1979

10:30 A.M. - 12:00 P.M.

SYMPOSIA SERIES III (CONTINUED)

SYMPOSIA III. 4

RESIDENTIAL APPROACHES

LOCATION: ROOM 313

MODERATOR: KIT CARTWRIGHT
DIRECTOR, LOS ANGELES JOB CORPS
CENTER, CALIFORNIA

SYMPOSIA III. 5

CAREER EDUCATION AND EXPERIENTIAL LEARNING

LOCATION: ROOM 315

MODERATOR: KENNETH HOYT
DIRECTOR, OFFICE OF CAREER
EDUCATION, WASHINGTON, D.C.

SYMPOSIA III. 6

VOCATIONAL EDUCATION

LOCATION: ROOM 312

MODERATOR: DANIEL DUNHAM
DEPUTY COMMISSIONER, BUREAU OF
OCCUPATIONAL AND ADULT
EDUCATION, DHEW
WASHINGTON, D.C.

SYMPOSIA III. 7

COMMUNITY BASED ORGANIZATION PROGRAMS

LOCATION: ROOM 314

MODERATOR: EDITH PHELPS
NATIONAL EXECUTIVE DIRECTOR
GIRLS' CLUBS OF AMERICA
NEW YORK

FRIDAY - SEPTEMBER 28, 1979

10:30 A.M. - 12:00 A.M.

SYMPOSIA SERIES III (CONTINUED)

SYMPOSIA III. 8

STATEWIDE COORDINATION PROGRAMS

LOCATION: ROOM 316

MODERATOR: JACK WUEST
COORDINATOR, ALTERNATIVE SCHOOLS NETWORK, CHICAGO, ILLINOIS

SYMPOSIA III. 9

STATEWIDE COORDINATION PROGRAMS

LOCATION: ROOM 318

MODERATOR: JOAN WILLS
DIRECTOR, EMPLOYMENT, VOCATIONAL TRAINING PROGRAM, NATIONAL GOVERNORS' ASSOCIATION
WASHINGTON, D.C.

SYMPOSIA III. 10

THE ROLE OF POST-SECONDARY INSTITUTIONS

LOCATION: ROOM 320

MODERATOR: JOANNE MCDONALD
PROGRAM OFFICER, FUND FOR THE IMPROVEMENT OF POST-SECONDARY EDUCATION, DHEW
WASHINGTON, D.C.

SYMPOSIA III. 11

COMMUNITY COLLABORATIVE COUNCILS

LOCATION: ROOM 322

MODERATOR: RICHARD UNGERER, DIRECTOR
WORK EDUCATION CONSORTIUM PROJECT, NATIONAL MANPOWER INSTITUTE, WASHINGTON, D.C.

FRIDAY - SEPTEMBER 28, 1979

12:00 P.M. - 2:00 P.M. LUNCH

2:00 P.M. - 3:00 P.M. PLENARY SESSION

"YOUTH INITIATIVES: PUTTING WHAT WE KNOW INTO PRACTICE"

LOCATION: ROOM 317

INTRODUCTION OF MAIN SPEAKER: THOMAS GLYNN,
EXECUTIVE DIRECTOR,
VICE PRESIDENT'S
TASK FORCE ON YOUTH
EMPLOYMENT

MAIN SPEAKER: PAUL YLVISAKER
DEAN OF THE FACULTY
GRADUATE SCHOOL OF EDUCATION,
HARVARD UNIVERSITY

3:00 P.M. - 3:30 P.M. BREAK

3:00 P.M. - 5:00 P.M. SYMPOSIA SERIES IV

SYMPOSIA IV. 1

BENEFITS OF COORDINATED PLANNING

LOCATION: ROOM 302

MODERATOR: RICHARD THORPE
DIRECTOR, CITY OF ST. PAUL
MANPOWER PROGRAMS, MINNESOTA

SYMPOSIA IV. 2

EXPERIENCE IN ATTEMPTING EDUCATIONAL REFORM

LOCATION: ROOM 304

MODERATOR: ROBERT SCHWARTZ
ASSISTANT DIRECTOR, PROGRAM ON
LAW AND PUBLIC MANAGEMENT,
NIE, WASHINGTON, D.C.

FRIDAY - SEPTEMBER 28, 1979

3:30 P.M. - 5:00 P.M.

SYMPOSIA SERIES IV (CONTINUED)

SYMPOSIA IV. 3

THE JOB CORPS EXPERIENCE

LOCATION: ROOM 311

MODERATOR: BARRY ARGENTO
PROJECT DIRECTOR, EDUCATIONAL IMPROVEMENT EFFORT, TEAM ASSOCIATES, WASHINGTON, D.C.

SYMPOSIA IV. 4

YOUNG PEOPLE DOING IT THEMSELVES

LOCATION: ROOM 313

MODERATOR: MARY KOHLER
CHAIRMAN OF THE BOARD, NATIONAL COMMISSION ON RESOURCES FOR YOUTH, NEW YORK

SYMPOSIA IV. 5

LINKING ECONOMIC DEVELOPMENT AND YOUTH PROGRAMS

LOCATION: ROOM 315

MODERATOR: VALERIE POPE-LUDLUM
PRESIDENT, SAN BERNADINO WESTSIDE COMMUNITY DEVELOPMENT CORPORATION, CALIFORNIA

SYMPOSIA IV. 6

ATTEMPTING LOCAL REFORM WITH FEDERAL MONEY

LOCATION: ROOM 312

MODERATOR: ANN MICHEL
CONSULTANT, SYRACUSE RESEARCH CORPORATION
NEW YORK

FRIDAY - SEPTEMBER 28, 1979

3:30 P.M. - 5:00 P.M.

SYMPOSIA SERIES IV (CONTINUED)

SYMPOSIA IV. 7

✓ FUTURE DIRECTIONS FOR ALTERNATIVE EDUCATION

LOCATION: ROOM 314

MODERATOR: RICHARD GRAHAM,
CONSULTANT, FIELD FOUNDATION
WASHINGTON, D.C.

SYMPOSIA IV. 8

THE CHANGE IN POLICY TOWARD HANDICAPPED YOUTH

LOCATION: ROOM 316

MODERATOR: LISA WALKER
DIRECTOR, PROJECT FOR THE
HANDICAPPED, INSTITUTE FOR
EDUCATIONAL LEADERSHIP,
WASHINGTON, D.C.

SYMPOSIA IV. 9

FACILITATING CHANGE UNDER YEDPA

LOCATION: ROOM 318

MODERATOR: GREGORY WURZBURG
EXECUTIVE DIRECTOR, NATIONAL
COUNCIL ON EMPLOYMENT POLICY
WASHINGTON, D.C.

SYMPOSIA IV. 10

✓ COMPREHENSIVE YOUTH PLANNING UNDER CETA

LOCATION: ROOM 320

MODERATOR: EVELYN GANZGLASS
EDUCATION SPECIALIST, OFFICE OF
YOUTH PROGRAMS, DEPARTMENT OF
LABOR, WASHINGTON, D.C.

FRIDAY - SEPTEMBER 28, 1979

5:30 P.M. - 7:30 P.M.

HOSTED RECEPTION
TOP OF THE WORLD

LOCATION: WORLD TRADE CENTER
INNER HARBOR

HOSTS:
- CONTROL DATA CORPORATION
- COMMERCIAL CREDIT COMPANY
- MAYOR'S OFFICE OF MANPOWER RESOURCES

SATURDAY - SEPTEMBER 29, 1979

7:30 A.M. - 9:00 A.M. **BREAKFAST**

LOCATION: THE PRIDE OF BALTIMORE

9:30 A.M. - 12:00 A.M. P **SUMMARY SESSION**

DETERMINING POLICY AND PROGRAM OPTIONS

LOCATION: ROOM 317

MODERATOR:
WILLIAM SPRING
ASSOCIATE DIRECTOR FOR
EMPLOYMENT POLICY

PANELISTS:
RICHARD CONNER
VICE PRESIDENT FOR SPECIAL
PROGRAM DEVELOPMENT, CONSULTING
AND EDUCATIONAL SERVICES,
CONTROL DATA CORPORATION

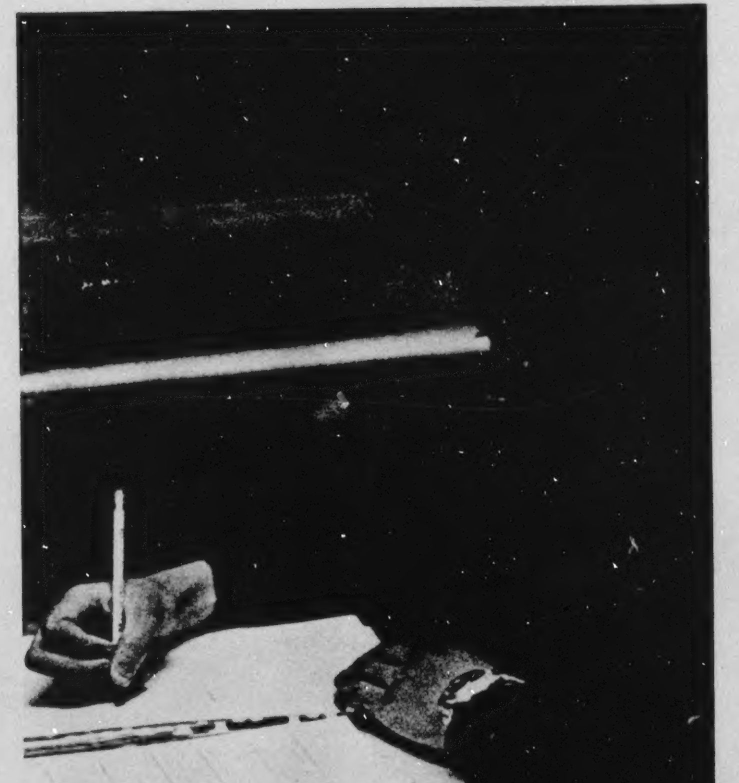
MARION W. PINES
DIRECTOR
MAYOR'S OFFICE OF MANPOWER
RESOURCES

ALBERT W. SHANKER
PRESIDENT
AMERICAN FEDERATION OF
TEACHERS

ROBERT TAGGART, III
ADMINISTRATOR
OFFICE OF YOUTH PROGRAMS
DEPARTMENT OF LABOR

JAMES R. VASQUEZ
SUPERINTENDENT OF SCHOOLS
EDGEWOOD INDEPENDENT SCHOOL SYSTEM
SAN ANTONIO, TEXAS

WORKPLACES &CLASSROOMS



CONFERENCE PAPERS

WORKPLACES
&CLASSROOMS
A Partnership for the 80's

INTERAGENCY COLLABORATION IN EDUCATION AND WORK PROGRAMS: A STATUS REPORT TO THE INTERAGENCY POLICY COORDINATING PANEL ON DEPARTMENT OF LABOR AND HEALTH, EDUCATION AND WELFARE INITIATIVES*

Robert Taggart
Administrator
Office of Youth Programs
Department of Labor

Daniel Dunham
Deputy Commissioner
Occupational and Adult Education
Department of Health, Education and Welfare

Evelyn Ganzglass
Education Specialist
Office of Youth Programs
Department of Labor

THE MANDATE FOR COLLABORATION

The Vice President's Conference on Work and Education comes at an auspicious time to take stock of the status of the relationships between Comprehensive Employment and Training Act (CETA) and education programs, and more specifically, between the Departments of Labor and Health, Education and Welfare. October 1 begins a new fiscal year and with that a new decade of Federal presence in education and employment and training programming. The positive position which the two Departments find themselves today is based on more than 15 years of collaborative efforts beginning with the passage of MDTA, spurred on again by the passage of CETA in 1973 and the 1976 amendments to the Vocational Education Act, and culminating in the most intense period of interagency cooperation in history since the enactment of the Youth Employment and Demonstration Projects Act a little over 2 years ago.

Over the last fifteen years, Federal involvement in education and employment and training has expanded dramatically. Two of the major aims of this involvement have been to provide compensatory and remedial assistance to youth most in need and to increase coordination between schools and labor market institutions. The education and employment and training systems began with distinctly diverse objectives--one educational and the other economic; diverse funding and power bases--one State and local and the other Federal; and different target populations--one to serve all young people and the other concentrated on those with special problems. Over time, however, the two systems have increasingly focused on common concerns. With the impetus of legislation, programmatic necessity and common sense, they have begun to develop mutually supportive interprogram linkages.

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*The Interagency Policy Coordinating Panel was established under an Interagency Agreement between the Departments of Labor and Health, Education and Welfare to review and foster cooperative efforts to allevate youth employment problems. This background paper was prepared at the direction of the Interagency Panel.

The commonality of concerns in most vividly expressed in the Youth Employment and Demonstration Projects Act (YEDPA) which approaches youths' preparation for and entry into the world of work from both the economic and educational perspective. YEDPA was passed as part of the Carter Administration's economic stimulus package and its immediate objective was to reduce the intolerably high levels of teenage unemployment, particularly among minority and disadvantaged youth. In addition, however, it also sought to stimulate systemic change in the relationship between educational and labor market institutions.

The provision most directly aimed at bringing about this change was the requirement that at least 22 percent of the Youth Employment and Training Program (YETP) funds provided to State and local prime sponsors be spent on in-school programs under agreement between the prime sponsors and local education agencies. The Act required that all in-school work experience must combine work with career counseling, occupational information, placement assistance and special efforts to overcome sex stereotyping. For both in-school and out-of-school jobs, it mandated efforts to arrange academic credit for work experience. YEDPA also broadened the role of the National Occupational Information Coordinating Committee (NOICC), originally created under the 1976 Amendments to the Vocational Education Act, by including a mandate that in the development of an occupational information system particular attention should be directed to the needs of economically disadvantaged youth. These mandates were reinforced by the Career Education Incentive Act of 1978 which provided formula money to States for expanded occupational information and career-related instruction. The Elementary and Secondary Education Act Amendments of 1978 provided for in-school youth employment programs linked to education. In reauthorizing CETA in 1978, coordination was required with activities under the Career Education Incentive Act. The CETA setaside for supplemental vocational education programs was increased from 5 percent to 6 percent of Title II resources. A new setaside of 1 percent of Title II funds was provided to States specifically for facilitating CETA-education coordination.

These strong mandates for cooperation between the education and CETA systems in carrying out the job creation and employability development objectives of YEDPA have challenged both the employment and training and education sectors to join forces in a united assult on the problems of youth employment and youth preparation for employment.

COORDINATED EFFORTS

The Departments of Labor and Health, Education and Welfare have utilized all available mechanisms to influence the education and employment and training systems to achieve these important objectives. The goals have been given priority in the design and implementation of new programs as well as the reorientation of existing ones. A range of joing technical assistance activities have been undertaken. Discretionary resources have been used to provide incentives for cooperation at the State and local level between the education and employment and training systems. Finally, a vast array of research, evaluation and demonstration activities have been initiated to learn more about education and work problems and programs.

Program Design and Implementation

From the initial planning stage of YEDPA implementation, the Department of Labor has worked closely with the Department of Health, Education and Welfare and national educational associations in formulating policy for the various education-related provisions in the Act. Correspondingly, there has been extensive interagency consultation in developing regulations for the Career Education Incentive Act and the youth employment provisions of the Elementary and Secondary Education Act.

The regulations governing the Youth Employment and Training Programs under YEDPA were designed to allow for maximum local flexibility while ensuring that the mandates for integration of work and education objectives were achieved. The regulations regarding CETA/LEA Agreements outlined broad parameters for these agreements but left the form and substance to the process of negotiation at the local level in order to allow for the wide variance in local conditions. To carry out the intent of the 22 percent setaside to promote linkages primarily with public secondary schools, the definition of an LEA for purposes of YETP was narrowed to focus on public schools, with the expectation that colleges and junior colleges could be funded with resources above the 22 percent level. In an attempt to improve the quality of programs for in-school youth under the Youth Employment and Training Programs, the regulations required that in-school programs provide career employment experiences which were defined as a combination of well supervised employment, counseling, guidance and placement assistance. Requirements for the provision of academic credit were stressed with a clear delineation of the roles and responsibilities of the educational system in awarding credit for specified programs.

The regulations for the Summer Youth Employment Program (SYEP) published in 1978 attempted to move the in-school summer youth program toward a year-round focus stressing educational enrichments and career counseling. Likewise, there was an encouragement to arrange academic credit for work experience.

Policies regarding Job Corps operations also placed greater emphasis on education aspects of Job Corps programming. A new Advanced Career Training program at the post-secondary level was added to Job Corps Currently, 1200 of the 33,000 Job Corps enrollees are being trained in residence at colleges or junior colleges. Job Corps reading and mathematics curricula were revamped and greater attention was focused on innovative educational approaches. In addition, Job Corps began using vocational education facilities as part of its expansion efforts, and brought on vocational education personnel to aid in curricula improvement.

Finally, the Departments cooperated extensively in the staffing and development of the National Occupational Information Coordinating Committee, expanding its mission as rapidly as possible in order to assure meaningful coordination.

Technical Assistance and Support

Both Departments have sought and enlisted the active support and involvement of public and private agencies and organizations representing the many diverse interests concerned with the CETA-education linkage to promote better working relationships and to help clarify and propose solutions to the issues confronted in bringing the systems closer together. These actions have been aimed at influencing key decisionmakers within each of the systems at the national, State and, most importantly, local levels. As part of this networking activity, the Departments have individually and jointly supported and participated in conferences, workshops and policy forums held throughout the Nation sponsored by a wide variety of national, State and local groups. In addition, the two Departments co-sponsored a series of conferences on CETA/LEA relationships at the outset of YEDPA. More recently, the Office of Career Education has conducted a series of ten regional meetings co-sponsored by DOL's Office of Youth Programs at which nuts and bolts issues of joint programming were discussed. In addition, a series of mini-conferences brought CETA and career educators together in workshop settings to work out specific problems related to CETA-education collaboration. Other conferences are planned including those focused on vocational education linkages.

The Department of Labor, with substantial input from Health, Education and Welfare, has published a series of technical assistance guides for prime sponsors on education-related issues. These include guides on: the awarding of academic credit in YEDPA programs; considerations regarding the development of CETA/LEA agreements under YETP; career information delivery systems; and the possibilities of work-education councils. Through educational groups such as the National Association of State Boards of Education, the American Vocational Association, the Council of Great City Schools, the National Governors' Association, and a number of public interest groups and national associations representing community based organizations, the Department of Labor has helped facilitate CETA-education collaboration by identifying model programs including those demonstrating effective CETA-education collaboration. Summary descriptions of these model programs have been distributed to prime sponsors on a regular basis with the intent of fostering replication of exemplary models. The Bureau of Occupational and Adult Education in the U.S. Office of Education (BOAE/OE) has funded a project to identify exemplary CETA/vocational education programs currently operating in the field and document what makes them exemplary in a series of case studies and a state-of-the-art paper.

Collaboration Incentives

In areas where legislative mandates already overlap or are complementary, the Departments of Labor and Health, Education and Welfare have mounted a series of discretionary incentive programs. The major purpose of these programs is to draw the CETA and educational systems together through the creative coupling of federally-funded and other programs. An important secondary aim is to gain a better understanding of the dynamics of these coupled programs and to document identified collaborative models which maximize the utilization of available resources at the State and local levels.

The largest and most broad ranging effort is the Exemplary In-School grant Program demonstration project. This has been administered with the assistance of Youthwork, Inc., a new intermediary organization created by the joint efforts of five private foundations to marshall the combined education and labor expertise and perspectives necessary to mount such a collaborative effort. Under the Exemplary In-School Program, projects have been developed in the areas of (1) counseling, guidance and job-seeking skills, (2) the awarding of academic credit, (3) improved private sector involvement, and (4) youth operated projects. During Fiscal Years 1980-81 the Exemplary In-School Program will support some 25 additional projects focused on high rish and handicapped youth as well as continuing to carry out its extensive knowledge development agenda. During this second full year of operation, resources provided by the Department of Health, Education and Welfare will supplement Department of Labor monies and will fund the noncompetitive portion of the program.

Another major incentive project is the CETA and Vocational Education Incentive Program which is aimed at demonstrating models of linkage between vocational education and CETA youth programs at both the State and local levels. These include a $3.5 million in jointly funded linkage projects. In Fiscal Year 1979 and 1980, up to 20 such model projects will be selected, implemented and assessed. In Fiscal Year 1980 and 1981, the focus will shift to replication of successful models through incentive grants, expansion and extension of existing projects and the dissemination of notable project findings.

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The Departments have also been working together to try to improve coordination between CETA and programs in post-secondary education institutions through a number of incentive and demonstration projects totalling approximately $3 million. The Fund for the Improvement of Post-Secondary Education (FIPSE), utilizing Labor Department resources, is managing a national competition to fund and evaluate program models which provide a broader spectrum of educational and training services at the post-secondary level for CETA qualified youth. The Bureau of Occupational and Adult Education, with $1 million funding by the Labor Department, conducted a Vocational Education/CETA Summer Youth Employment Program (SYEP) which tested the efficacy of granting SYEP monies to post-secondary institutions to involve primarily minority economically disadvantaged youth in an integrated program of career development, basic skills development and vocational training. Finally, the Upward Bound-CETA demonstration project has transferred resources to HEW to support programs in ten sites which provide for a combined career-oriented education program and career-related summer work program for economically disadvantaged high school students. The program is intended to channel students away from lower level occupations and into expanding occupational areas particularly those in which minorities and others from disadvantaged backgrounds are severely underrepresented.

The Department of Labor has sought to promote linkage between the private sector, education and employment and training activities at the local level through the Work-Education Consortium Project, which is being assessed by the National Institute of Education. The project involves more than 30 communities throughout the Nation in which local Work-Education Councils have been formed to help facilitiate youth's transition from school to work within their communities. The Department has also provided matching grants to five States to enable them to undertake statewide initiatives in building on existing work-education councils and the experience gained during an exploratory State level initiative in four States funded by the Department of Health, Education and Welfare.

Lastly, under the auspices of the National Occupational Information Coordinating Committee (NOICC), the Department of Labor has supported a $2 million incentive program to fund statewide career information systems in selected States. Using a matching strategy, NOICC hopes to tap CETA, Vocational Education, Educational Information Center, Career Education and other resources available at the State and local levels in support of a coordinated career information delivery strategy. The Departments have prepared letters of support for this coordinated effort and have made it clear to the field that the use of formula funds in support of this initiative is consistent with legislative mandates and can be made compatible with individual program designs.

These many incentive programs should encourage cooperation on a number of fronts. The activities also become a laboratory for learning about program design, implementation and replication. Each has a built-in research component to determine how well linkages are working and why. The aim, then, is not only to foster coordination in the near term, but to provide the foundation for more effective linkages in the future.

Knowledge Development

The Youth Employment and Demonstration Projects Act (YEDPA) of 1977 provided extensive authority to the Secretary of Labor to experiment with and evaluate alternative employment and employability development approaches for economically disadvantaged youth. Under a carefully designed "knowledge development" plan, a structured array of multi-site demonstration projects, large-scale evaluations and complementary research efforts were initiated on a scale and scope of unprecendented dimensions. Education and work issues were a major focus of these knowledge development activities.

The cornerstone is the Youth Incentive Entitlement Pilot Projects (YIEPP), a legislatively mandated demonstration program which ranks as the largest social experiment in history. Within 17 demonstration sites, the program guarantees a job and/or training (part-time during the school year and full-time in the summer) for all economically disadvantaged 16- to 19-year-olds who are in school or willing to return to school and who subsequently perform adequately in school. One of the major aims of the demonstration is to assess the impact of a job guarantee on school retention, return and completion. It is intended to demonstrate whether youth who have dropped out of school can be attracted back into school through curriculum adaptations and alternative education approaches, and whether improved school capacity in combining education and work activities will improve the future employability of students. A structured test of different modes of enriching educational services within schools was undertaken in January 1979. There is an extensive research effort to capture the effects of the program not only on school return, retention and completion as well as future employment, but also on performance in school and time devoted to studies. The background surveys will provide a wealth of information about the educational experience of the disadvantaged, including comparable youth outside Entitlement areas.

Another knowledge development activity with significant policy implications is the Education Entitlement Voucher Demonstration Project which is testing the feasibility and value of applying the GI Bill approach to youth employment programs by providing an "Education Entitlement Voucher" to youth participants in selected programs. It will determine whether increased training and education at the post-secondary level is appropriate for CETA youth.

The Education Improvement Effort (EIE) under Job Corps is testing alternate instructional methodologies developed and screened by HEW. In the controlled setting of Job Corps, it will carefully test their effectiveness on disadvantaged youth through a large scale random assignment experiment including pre/post and follow-up testing.

The School to Work Transition Demonstration Project is another structured experiment in which community based and other groups are providing transition services to high school juniors and seniors. Data collected from this project and others with similar objectives, will be assessed to determine the comparative effectiveness of different deliverers of services and the impact of such services on economically disadvantaged youth. As one variant, there are also a group of projects which are bringing the apprenticeship system into the school, making arrangements for juniors and seniors with the anticipation that they will move smoothly into full-time apprenticeships upon graduation.

A number of YEDPA funded research activities related to the delivery of career information for youth are being carried out by HEW and DOL under the coordination of NOICC. These are 1) a national survey of career information delivery at the secondary school level; 2) a structured test of the effectiveness of different types of information and delivery on the measured career awareness of youth; and 3) a test of the impacts of intensive exposure to career information on disadvantaged youth.

DOL is experimenting with the replication of the Career Intern Program, a tested alternative education program originally developed by the Opportunities Industrialization Centers (OIC's) under contract to the National Institute of Education (NIE). The Institute is operating this program under the terms of an interagency agreement.

Finally, there is a range of complementary research on education work issues utilizing data gathered under the Survey of Income and Education, and the National Longitudinal Surveys. A major new longitudinal survey has been undertaken with interagency input; this will provide a wealth of information about work-education relationships.

THE IMPACTS OF COLLABORATION

The Youth Employment and Demonstration Projects Act represents the most significant single resource commitment in history to the employment and employability development of youth. In the short period between December 1977 when programs actually got underway and July 1978 when they reached a steady-state operation, new employment and training positions were created for young people. It is estimated that the job components under YEDPA accounted for two-fifths of the employment growth for all teenagers between 1977 and 1978, and nine-tenths for all nonwhite teenagers.

There were very significant impacts on in-school youth. Under Youth Employment and Training Programs, two-thirds of participants were in-school youth and half of funds went for such activities, more than double the 22 percent required by law. A total of a quarter of a million in-school youth were provided jobs or pre-employment services under YEDPA in Fiscal 1978.

However, these are only the quantitative dimensions. In the two years since YEDPA was enacted, substantial progress has been made in forging workable and productive linkages between the CETA and educational systems.

In April 1978, eight months after the signing of YEDPA, an HEW-DOL team made onsite reviews in five locations. Based on this very limited sample, the review team observed:

> "YEDPA has contributed to improved CETA communication with the public schools. In some cases, YEDPA has provided the impetus for communication.... YETP is reaching students who would not otherwise be served.... The ability to hire additional school counselors and staff has contributed to the ability of schools to offer services to additional youth, particularly transitional services for students who are noncollege-bound."

An interim report on YEDPA implementation prepared early in 1979 by the National Council on Employment Policy reflected the pace of institutional change that has in fact resulted from the coordinative provisions in YEDPA. The report stated:

> "The Council's first report on YEDPA implementation told a story about optimistic prime sponsor plans for CETA/LEA agreements. The plans reflected more aspirations of the sponsors than was realistic. The second report documented problems encountered in implementing the first hasty plans; a breakneck implementation pace that left little time for considerations about quality; incompatibility between prime sponsor and LEA calendar years; disagreements over whether

> academic credit was appropriate for employment aspects of work experience. There were positive results to report, but expectations in the first LEA cycle ending in June 1978 outran what was feasible. Expectations for the start of the second academic year may have been lowered, but, at the margin, sponsors and LEAs seem to be moving in the direction of more progress."

Referring to the early strains of implementation of the Exemplary In school Demonstration Project, a recent report prepared by Cornell University and published by Youthwork, Inc. documented positive impacts of incentive activities:

> "There is considerable evidence that the outcome has been a valuable one for both organizations (CETA and education)--the staff have had experience at working together and have shared responsibilities in the completion of joint tasks. Successful negotiation of this level of collaboration appears to have resulted in more intense collaboration in other areas, e.g., discussions on further coordination, recruitment of youth for programs, and the crossover of staff from one program to serve as advisors to another."

A study of CETA/LEA impacts in large cities by the Council of Great Cities Schools reported that:

> Aside from the improvements in institutional communication which the legislation promoted, it spurred several immediate changes in the delivery of school-based employment services. The requirement that schools design their services to meet prime sponsor specifications resulted in heightened attention on the part of educators to a traditionally manpower-oriented set of concerns. Incorporation of occupational interest and aptitude testing into program intake services was one result. Increased efforts to coordinate program training and job sites with local manpower needs was another. More attention was devoted to work site development than had formally been the case under NYC and the summer jobs programs.

All these studies point out the false steps as well as progress, the frictions which are part of change, and the obstacles to further collaboration at the local level. However, the following positive themes run through all these analyses.

- There is a willingness, even an eagerness in many localities to cooperate and work things out.
- State agencies have increasingly assumed a supportive and facilitative role.
- The level of collaboration between HEW and DOL has never been so high.

- A certain momentum has developed at all levels as individuals are beginning to work together.

- Specific barriers have been identified that now can be addressed in a positive, knowledgeable way.

Many of the efforts undertaken to date will have their payoff in future years. The incentive projects are now having an immediate impact in encouraging collaborative application for incentive funds, but as new linkages are forged and more is learned about the process, coordination will improve. The technical assistance activities represent a continuing commitment; it takes time for messages to circulate to local decisionmakers, and for cooperation at the Federal and state levels to filter down. New institutional mechanisms such as the State Occupational Information Coordinating Committees are just getting in operation, and their impact will be in the future. Knowledge development activities will yield critical information about how to improve our education and work policies in future years.

POLICY REFORMULATION

One of the most important results of recent collaboration has been to establish a foundation for the rethinking of youth work and education policies for the 1980s. At the end of FY 1980, the current authorization for YEDPA expires. As both the Administration and Congress consider major legislative changes, the knowledge gained during the past two years of operational program experience and detailed research and demonstration activities will be utilized as the basis for decisionmaking.

The cooperative spirit that has been engendered through these activities should permit the education and employment and training communities to tackle the difficult issues and barriers to collaboration that have been brought to the foreground as a result of increased communication between the two systems.

The Vice President's Task Force on Youth Employment has carried out a careful review of program activities, surfacing new concepts and serving as a forum for broad policy discussion. This is in conjunction with the Administration's effort to rethink youth employment and employability development policies. The objective is to reach consensus on positive approaches to dealing with youth employment concerns.

The Interagency Policy Coordinating Panel of the Departments of Labor and Health, Education and Welfare have identified and are assessing the issues where employment and education interests intersect most significantly. The Vice President's Conference will discuss these same issues.

Alternative Education Approaches

Alternative education approaches have been supported by YETP formula and discretionary funds. In some cases, usually when funded under CETA-LEA agreements utilizing the 22 percent set-aside, close linkages have been developed with the regular school system. In other cases, little, if any, communication exists between CETA educational programs and local and State education agencies. The Job Corps, a major CETA youth program is itself an alternative education system of significant magnitude. With staggeringly high dropout rates, reduced enrollments resulting from declining birth rates, and shrinking availability of State and local funds for education, school systems by necessity are considering alternative approaches to the education of many youth who would, otherwise, not be served by the traditional school system. With this convergence of interests and operational concerns such as staff development and credentialing, facilities utilization, budgetary and other administrative issues, there is a need for agreement on common approaches and consistent standards that can be used in alternative education and related programs. There is also a need to sort out roles and responsibilities in order to utilize the comparative advantage of both the education and employment systems.

Employability Development Plans

The major rationale for facilitating institutional linkage and improving program planning is to enlarge opportunities for individuals whether they are in or out of school youth. The concept of employability development plans brings program linkage down to the individual client level and suggests a commitment to provide assistance in the form of a structured sequence of interventions in response to the assessed long-term developmental needs of each person. Individualized educational plans for the handicapped are already in use throughout the Nation. Various educators are suggesting the need for Employability Development Plans (EDP's) for all youth. On the CETA side, the concept was written into law in the 1978 CETA reauthorization. The Consolidated Youth Employment Program (CYEP) demonstration project which consolidates local youth programs and seeks to test out ideas which are being considered for future implementation incorporates EDP's as a central concept and is seeking local interagency cooperation in the development and utilization of this approach.

Competency Certification and Academic Credit

Ideally, youth employment and training and education programs which seek developmental goals should evaluate program success by measuring progress of individuals toward attainment of specified competencies. For this to occur, program objectives must be clearly stated in terms of measurable outcomes or competencies. An important step forward in creating a common basis for service delivery would be the development of certification criteria for competencies gained through educational and employment and training programs. These standards would be in four basic areas: (1) pre-employment competencies indicating a basic awareness of the world of work; (2) work maturity; (3) basic educational achievement; and (4) job skills acquisition. Acceptance of these standards by private employers, educational institutions and other community institutions would hopefully make it easier to develop positive next steps for program participants and would serve as the basis for maintaining or improving the quality of program services. The education system is increasingly adopting systems of certification, and it is clear that employment and training programs would help youth if they could document their progress. Here is an area where cooperative action is needed at the local level with guidance from the national level.

Basic Skills

The education system's primary role in employment programs is to improve the basic educational competencies of youth who are not adequately prepared for labor market entry. In order to accomplish this objective, emphasis will have to be placed on the teaching of reading, writing, communication and computation at the secondary school level, with consideration given to greater utilization of Elementary and Secondary Education Act Title I funds at the secondary level and increased linkage of these resources with basic skills components of vocational education programs. Alternative approaches to teaching basic skills within existing secondary school programs as well as alternative programs for school drop-outs will have to be strengthened. In addition, greater access to such programs by special needs populations will have to be developed through improved coordination with employment programs and greater sensitivity within schools regarding the needs of youth who are deficient in basic skills.

Quality Occupational Preparation and Skill Training

Both the CETA and Vocational Education systems have been criticized for poor quality or inappropriateness of skill training provided. Often the overlapping objectives of developing vocational skills and other competencies compete with each other and the real objective of specific programs is lost. The development of criteria for the certification of competencies should provide the basis for a reassessment of program objectives and approaches to meet these objectives. A more individualized approach should permit exposure to multiple occupations during the career preparation phase, followed by more intensive, occupation-specific training for young adults who are mature and have a good sense of career objectives. Currently, because of lack of financial resources in inner cities and isolated rural areas, opportunities for adequate vocational training are inadequate. One of the major issues that must be addressed is how the availability and access to facilities, equipment, instructional programs and supporting services in these areas can be increased, and how access to these facilities can be assured for mature and career-oriented young adults.

School-to-Work Transition Services

A wide range of services such as counseling, guidance, the provision of career information, as well as services to overcome sex role stereotyping and teach job seeking skills, are designed to assist youth in more successfully making the transition from school to work. Little is known about the comparative benefits of various approaches to providing such services nor has it been possible thus far to pinpoint the benefits to different age groups and different types of youth. Research undertaken during the past two years should provide policymakers with new insight in this area. Under YETP formula funded activities, and even more under discretionary projects, outside groups such as community-based organizations, labor unions, and private sector employers have provided such services within the school setting as a supplement to and enrichment of such school provided programs as cooperative and career education. A critical assessment of the experiences of these projects is needed in the process of developing mechanisms for the effective involvement of outside institutions in the school setting.

LOOKING TO THE FUTURE

Any comprehensive youth strategy for the 1980's will require effective linkages between employment, education, economic development and other efforts as well as a broadened base for involvement among all institutions connected to such efforts. A determined drive is needed to improve the understanding and capabilities of the employment and training and education systems so that they can build on and improve the cooperative model that has served us well thus far.

No matter what legislation is implemented, every deliverer of services to youth, whether CETA prime sponsor, local school administrator or director of one of the many youth serving agencies, will need to know more about how to organize and administer employment, training and education services for youth.

The broad scale investment in knowledge development activities under YEDPA can be expected to begin feeding back to the system information about what works and why. Although the full payoff from these activities will not be felt for a number of years as projects reach their conclusion and follow-up data on participants is collected and analyzed, the knowledge gained thus far has helped us better identify the demanding tasks that lie ahead. Likewise, the linkages which have been established must continue to be institutionalized. There is a rare opportunity to achieve needed changes in both the education and employment systems through cooperation and crossfertilization.

The challenge we face in the coming years is to develop strategies which address the critical issues we face; to synthesize what we know and what we will learn in a coordinated technical assistance and information diffusion effort; and to continue to strengthen the movement toward collaboration.

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WORKPLACES
&CLASSROOMS
A Partnership for the 80's

INVOLVING SCHOOLS IN EMPLOYMENT AND TRAINING PROGRAMS FOR YOUTH*

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SUMMARY OF FINDINGS AND RECOMMENDATIONS

Current Policy

One of the hallmarks of the Comprehensive Employment and Training Act has been its repeated emphasis on linking local CETA prime sponsor employment and training programs with other local agencies. The various mandates for collaboration have produced few results, however, for lack of mechanisms to facilitate the process of, or of incentives sufficient to overcome the obstacles to cooperation.

The Youth Employment and Demonstration Projects Act of 1977 includes the usual exortations for collaboration, especially between CETA sponsors and local education agencies. But the Act also includes a specific mechanism to spur it: a provision under the Youth Employment and Training Program reserving 22 percent of each sponsor's formula allocation to be administered under the terms of an agreement between the sponsor and the local education agency (agencies).

The importance of the YETP 22 percent set-aside cannot be overstated. It has set in motion the forces necessary for genuine collaboration between the education establishment and the employment and training establishment. In isolated instances, usually where schools and CETA offices were already working together, alternative education programs and other joint ventures are thriving.

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The 22 percent set-aside appears to be necessary, but it is not sufficient for collaboration. For the most part, the results of CETA-LEA collaboration are uncertain, formal agreements notwithstanding, because there are considerable impediments to progress in the collaborative process. Administrative and substantive differences between the two institutions stand in the way. Nonfinancial incentives (or the removal of disincentives) are necessary along with more substantive guidance with regard to program models and institutional roles. So far, there is no definite policy or set of mechanisms to move the tentative CETA-LEA partnerships beyond their present stage.

In the final analysis, collaboration between the manpower and education establishments can be successful only if it is accepted at the local level. The challenge is coaxing along the two disparate parties. Cases of healthy CETA-LEA partnerships as well as cases in which there are chronic ill feelings between CETA prime sponsors and local educators bear out the conclusion that financial incentives alone are not sufficient to push the collaborative programs already established beyond the rudimentary stage, or even sustain the progress achieved so far. Because of the administrative authority that local CETA sponsors have to the Department of Labor, they can be "won over" by way of the normal prime sponsor channel. But because local schools have no accountability to the Labor Department and little accountability to the U.S. Office of Education, the route for influencing them must be less direct. They certainly cannot be coerced. Instead, models for policies, programs, and collaboration are needed. If they can be used to convince local educators about the importance of employment and training programs for youth, the validity of a role for them in those initiatives, and the feasibility of developing those roles, perhaps their cooperation can be won. CETA prime sponsors, however, are not the ones to provide LEA officials with information or guidance. While they are applying the outside pressure for change in schools, they are not equipped, nor do they have the standing in the education community to direct such change. The objective then is to utilize alternate channels for influencing local education policymakers.

The Next Step

The U.S. Department of Labor is already relying on the cooperation of educators in a number of interest groups and associations to identify exemplary employment and training programs based in schools and models for collaboration between schools and CETA prime sponsors. The Department has also undertaken a number of joint programs with the U.S. Office of Education in implementing and evaluating YEDPA. The leadership in the Office of Career Education and Bureau of Adult and Vocational Education has been especially cooperative, endorsing the concept of CETA-LEA partnerships and using the access they have to local schools to provide ideas and encourage progress. Additional measures and a clear articulation of some current ad hoc policies seem necessary though.

1. Because institutions seem most subject to change in response to pressure initiated from the outside and endorsed on the inside, the Department of Labor ought to continue its strategies of relying on education groups that already support a manpower-education partnership for youth, to persuade other educators.

2. Changing institutions by adding on new functions is probably easier than changing them by adapting old functions to serve new purposes. Although the U.S. Office of Education is cooperating with the Department of Labor in supporting the new initiatives under YEDPA, there are education laws already on the books that can serve some of the same purposes as YEDPA. USOE ought to review implementation of those laws and determine whether they might be implemented differently to better complement YEDPA.

3. A common complaint in the education community is that educators (with the exception of vocational educators) were not consulted during the development of YEDPA. Debate skipped the question of whether education should take a role in employment and training programs, in favor of the matter of defining how education should be involved.

Because educators feel YEDPA was done to them, it still lacks the whole-hearted support of even the Washington education establishment, to say nothing of other educators around the country. The single most feasible strategy for coalescing support of the education and employment and training institutions around a single purpose might be to create a shared vested interest between them by developing new legislation through a joint process involving education and manpower interests.

4. Because of the federal character of traditional employment and training programs and the reluctance of the federal government to take an activist role in local education affairs, the notion of CETA-LEA linkages may pose something of a dilemma for policymakers concerned with maintaining the autonomy of local schools. But since LEA cooperation in YETP is optional for schools, policymakers should not adopt the alternative suggested by some educators of giving LEAs unilateral authority over YETP set-aside funds. This is because where sponsors have abdicated authority over the set-aside, the resulting school programs frequently have been conducted without regard to overall YETP program objectives or other CETA youth programs. A lack of prime sponsor authority in these cases has reduced the effectiveness of YEDPA dollars and, more importantly, provides little incentive or pressure for changing the programs schools provide or improving their services to economically disadvantaged youth.

In order to assure the independence of LEAs, however, while giving them a piece of the manpower pie, it might be desirable to funnel a portion of what would otherwise be prime sponsor allocations down to the local level by way of state education agencies, and require LEA officials to administer that money under the terms of an agreement negotiated with CETA sponsors.

5. Whatever the respective roles that CETA sponsors and LEAs may take in jointly-supported local education/training/employment "systems" for youth, the development of such systems will take time. National policymakers ought to take this into account in establishing objectives and timetables, or expectations will outrun what is feasible.

INTRODUCTION

The Youth Employment and Demonstration Projects Act of 1977 (PL 95-93, Title III) is the federal government's most recent response to the crisis of youth unemployment. It is an add-on to CETA but includes provisions that present a marked departure from past federal manpower initiatives. One of the most important features of the 1977 legislation is its emphasis on tying local manpower programming for youth to the system of public education. Both the Youth Community Conservation and Improvement Projects (YCCIP) and the Youth Employment and Training Program (YETP) call for development and reinforcement of linkages between a community's employment-training (CETA) organization and its local education agencies (LEAs). More significantly, under YETP, a minimum of 22 percent of each local sponsor's allocation is reserved to be administered under the terms of a prime sponsor-LEA jointly-approved program for employment and training services.

Although the notion of mixing education with employment and training is neither radical nor novel, collaboration between schools and manpower agencies has seldom come easy. Coaxing local manpower administrators, though not simple, is a fairly direct process, thanks to the accountability they have to the U.S. Department of Labor. But convincing officials and teachers in LEAs is another story. Numerous conditions and influences affect the posture of LEAs towards joining education and manpower services for YEDPA eligible youth. Some of these grow out of school policy related, for example, to length of the school day, credentialing of staff, the award of academic credit, or out of experience schools have had serving economically disadvantaged youth or underachievers. Other factors affecting LEAs' posture towards linking manpower and education grow out of a complex network of influence exerted by interest groups with their often conflicting objectives, programs and procedures. These various influences are complicated further by a less than tidy network of governmental interests (federal, state and local), the many professional organizations representing one or another specialized constituency, the internal organization of a local school system, and its constituencies in the community it serves.

From evidence collected so far in case studies conducted by the National Council on Employment Policy on implementation of YEDPA, it is clear that the 22 percent set-aside for CETA-LEA agreements is a useful starting point for improving relationships between local CETA sponsors and schools, and for developing institutional complementarity; but that alone is not sufficient for obtaining the level of results demanded by existing program goals.

It is the purpose of this report first to review the progress that local CETA sponsors and LEAs have made towards collaboration, and then to offer some strategies for improving the durability and long-term usefulness of the joint CETA-LEA ventures. In order to achieve the second purpose of this report, it is necessary to identify and analyze the diverse influences that bear on public schools as they establish procedures and make policy, and to persuade them to support an expanded school role in youth employment and training programs.

The presumption of this report is that in formulating policy, school administrators look beyond financial incentives for their policy cues. Federal and state laws, regulations and guidelines, and their accompanying legislative histories, of course, are important. But so too are the platforms, statements of belief and objectives of professional or political national and state organizations, and professional journals, reports, and research. More direct approaches involving workshops, seminars, lectures, or clinics for local staff also shape local policy.

This analysis starts with a review of prime sponsor-LEA experience under YEDPA so far. It then investigates the systems of governance under which LEAs operate, the less formal networks of influence upon them, and the part they have played in advancing YEDPA goals in local school systems.

METHODOLOGY

The analysis of early prime sponsors and LEA experience under YEDPA -- YETP in particular -- is based upon the first three parts of a four-part evaluation conducted by the National Council on Employment Policy of YEDPA implementation in 37 CETA prime sponsorships. The implementation study includes extensive discussion about CETA-LEA agreements, the mechanics of local change and the difficulties encountered along the road to collaboration. The findings most useful for this analysis are in the second and third implementation reports, August 1978 and March 1979 respectively.

Data for the second part of this report analyzing channels of influence to local schools other than CETA prime sponsors, were obtained from a number of interviews, meetings and "mini-case studies" conducted in the Summer and Fall of 1978. Interviews were held during July, August and September 1978 with representatives of those national educational organizations or institutions which previously had taken action to stimulate or reinforce linkages between the education community and the employment/training community, or were in a position to influence the education community to do so. The organizations represented in these interviews were:

-- American Vocational Association (60,000 vocational educators)

-- American Personnel and Guidance Association (42,000 guidance and counseling specialists)

-- National Parent-Teacher Association (6.5 million membership)

-- National School Boards Association (16,000 local school districts)

-- Council of Great City Schools (28 largest urban school systems)

-- American Association of School Administrators (20,000 members)

-- Institute for Educational Leadership

-- American Federation of Teachers (2,500 locals)

-- American Association of Community and Junior Colleges (925 community college members of the 1,235 existing)

-- National Manpower Institute, Work-Education Consortium (33 communities)

-- National Governors' Association (all states)

-- National Conference of State Legislatures (represents 7,600 state legislators)

-- Council of Chief State School Officers (all states)

-- National Association of State Boards of Education (51 of 57 state boards)

-- Office of Career Education, U.S. Office of Education

-- Bureau of Vocational, Occupational and Adult Education, U.S. Office of Education

"Mini-case study" visits were made to the City of Baltimore and the Maryland State Education Agency and to Springfield and Columbus, Ohio, and the Ohio Education Agency. The community visits were not undertaken with the expectation that universal or definitive strategies could be formulated. Rather, the objective was to map the local leverage points in a small number of school systems in order to provide some notion of the complexities of the mechanics of CETA-LEA collaboration and the size of achieving that on a grand scale. The conclusions are merely suggestive of the national picture, and might be regarded mainly as hypotheses for testing with further research or issues that ought to be considered in the process of policy formulation.

WHY MIX SCHOOL AND WORK?

One of the most important features of YEDPA is the provision reserving a minimum of 22 percent of each prime sponsor's allocation under the Youth Employment and Training Program to be administered under the terms of an agreement between the sponsor and local education agencies. The provision was included in the law in the hopes that it would provide an incentive for schools and CETA systems to work together. In the words of Senator Jacob Javits, a co-sponsor of the provision:

> ... competition between prime sponsors and local education agencies has been the rule, while cooperation has been the exception. There is a need to nudge these two competing systems closer together, so that the in-school labor force can be served in a more efficient and sensible manner.

Citing the Senate report on YEDPA, he added:

> The Committee believes it is essential that cooperation take place between prime sponsors and local education agencies in providing employment opportunities and training and supportive services for youths enrolled in school. In the absence of such linkages, in-school youth may continue to be served by two separate and competing delivery systems which bifurcate their labor market experience at a critical stage of their transition between school and work.*

The Department of Labor willingly adopted as one of its objectives, the tying together of education and CETA, but expressed a tone of caution:

> ... /T/he mandate for a local education agency (LEA/-CETA agreement will not by itself achieve educational reform or a significant restructuring of service delivery systems in most cases. We see it as a way to make the education and manpower "camps" sit down and talk together about their problems, progress, and aims in dealing with youth.**

Not willing to put all its eggs in one basket, the Department provided discretionary money to support a number of exemplary in-school youth job programs and stressed ties between sponsors and LEAs for the purpose of awarding academic credit under the Youth Community Conservation and

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*Congressional Record, Senate, July 21, 1977, p. S-12558.

**Office of Youth Programs, U.S. Department of Labor, "A Planning Charter for the Youth Employment and Demonstration Projects Act of 1977," August 1977, pp. 7-8.

Improvement Projects (YCCIP). The Youth Incentive Entitlement Pilot Projects (YIEPP), an experimental initiative testing whether a guaranteed job encourages youths to stay in school requires, by virtue of its design, some degree of cooperation between sponsors and schools. But cooperation under YCCIP is occurring generally where sponsors and schools were already getting along. Under YIEPP, some degree of cooperation was necessary for sponsors to survive the stiff competition for the limited number of YIEPP grants. Furthermore, less than 4 percent of all sponsorships were awarded entitlement projects.

The first interesting question then is not whether schools and prime sponsors can work together; there are always the exceptions to prove they can. The question is, instead, can such cooperation be encouraged across all sponsorships, even where there is no history of cooperation between schools and the manpower community? Or, more to the point, how effective has the current 22 percent set-aside under YETP been in encouraging local schools and CETA prime sponsors to work together? A second question is, if other strategies are needed, what might they be?

IS 22 PERCENT ENOUGH?

The education establishment is, by reputation, a rigid and inflexible one that some critics say changes only slowly. But the last two decades have demonstrated that public schools are not totally isolated from changes in the rest of society, and that they can respond to policy emphases coming out of Washington as different societal needs have appeared or as findings from research dictated better ways of accomplishing existing goals. In the post-Sputnik era, science and math instruction were upgraded in order to help put America's technological research and development on a par with that of the Soviet Union; sex, drug and alcohol education, counseling and guidance services, and career education have all been responses to more recent concerns.

Unfortunately, the public schools, by and large, have not shown much predisposition to participate in youth employment and training despite more than 15 years of coexistence with local programs. But at least part of the reluctance to change can be attributed to the fact that the changes implied in the calls for a greater education role in the employment and training administration have not been coming from within the education establishment, but from outside, frequently as part of an explicit criticism of public education. And while there are ample precedents for important changes in American public education, there are really no precedents for change as controversial as that embodied in YETP being forced by agents outside the education establishment.

Evaluations of the implementation of YEDPA, nevertheless, show that YEDPA is contributing to some change that appears necessary, but is far from sufficient for long-lasting and useful institutional change.

YETP in particular has succeeded in shifting the immediate focus of debate among local educators from the question of whether education should play a deliberate role in enhancing the employability of youth, to what that role should be. This does not mean that educators have decided that employment and training can mix with education. Local educators are now engaged in initiatives that try the mix, though. The implication is that when and if the first debate is resumed, it will have more basis in experience than conjecture.

In the first year, there has been a record of some success and really no instances of outright failure among the 37 prime sponsors examined by the YEDPA implementation study sponsored by the National Council on Employment Policy.

Cooperation between prime sponsors and local schools is not an untried concept, and in many areas, there is a history of joint efforts that predate CETA. There, YETP money is paying for work experience components added on to career awareness and skill training, and in some instances, is providing money for extra staff in the LEAs or for liaison staff between LEAs and prime sponsors.

Most prime sponsors, however, started with no established links. Before YEDPA they and the respective local schools operated in relative isolation in spite of their supposed common interest: preparing youths for adulthood. The effect of YEDPA in these areas is more noticeable and, hence, more dramatic. Virtually all prime sponsors succeeded in signing agreements with the local schools. But, many of the initial agreements were not thought through in the crisis climate of implementation, and reflected more the aspirations of some enlightened individuals (and the rhetoric of the Department of Labor) than feasible prospectives for action. The hasty, mid-semester start of the first year programs did not provide adequate opportunity for them to be properly implemented. The prevalent pattern for the second year of programs in the 1978-1979 school year was to simply continue the first year designs.

Even with a second year for extending programs under CETA-LEA agreements, local CETA sponsors and LEAs are almost certainly not going to be able to put in place the kind or quality of collaborative programs envisioned by the architects of YEDPA, because the process of getting the two systems to work together requires more than an orderly planning and implementation period. The process requires solutions to some fundamental problems that underlie attempts to collaboration, and time for local planners to find alternate routes around major barriers.

Pulling The Systems Together

The process of pulling together the education and employment and training institutions is occurring in two phases. The first is one of administrative detente and the second is substantive collaboration. In the familiarization process leading up to administrative detente, CETA sponsors have been trying to live down bad local histories of manpower-education the employment and training landscape in the relatively brief time since then (it did change its name to the Employment and Training Administration in 1975). The present network of CETA sponsors has been in place only since 1974. The hybrid manpower field has a fluid literature and lacks consensus on the most basic paradigms. Local expertise in employment and training affairs is more political and managerial than substantive because grantsmanship and outguessing Congress and the Department of Labor are prerequisites for survival. Substantive know-how is useful but not indispensable because so much of local policy is made in Washington.

The local CETA systems are also unstable organizationally. They have frequently attracted talented and capable administrators, but have been unable to retain them in the atmosphere of fiscal and programmatic uncertainty. The lack of opportunity to formulate local policy and the frustration of having to respond to the whims of Washington effectively reduce incentives for creativity and excellence. The consequent high staff turnover, besides complicating the challenge of day-to-day management virtually erases institutional memory. Though local institutions, CETA offices are entirely federally funded. They have fared well financially, but their reliance on federal money and chronic last minute uncertainties over their budgets have undermined their perceived staying power to the point that some local offices are seen as being perpetually on the brink of collapse.

The marked differences in the character of the LEA and CETA bureaucracies inevitably present sources of friction. While there are sufficient instances to demonstrate that CETA sponsors and LEAs can work together, in fact the bureaucratic differences create friction that can provide convenient pretexts for either partner breaking off collaboration. Since there are intuitively appealing reasons for the two systems to collaborate, however, the question is whether the substantive differences are sufficient to rule out joint efforts. If they are not, it seems that if there is a will to work together, there can be a way.

In the second stage of the process in which local schools and CETA sponsors begin working together -- that of substantive collaboration -- there appears to be less pervasive points of friction between the two systems. Some are based on misinformation. But to the extent others are based on attitudinal differences, they can pose systemic obstacles to complementary systems. Initially, a few educators voiced concern that CETA's emphasis on job placements would encourage that system to push youths out of school into jobs. In fact, the expressed purpose of the legislation is to encourage youths to stay in school and both the Department of Labor and local CETA administrators have taken steps to remove incentives that might entice youth to drop out. There have been no substantiated reports of students leaving school to take YEDPA jobs, and so that issue has subsided.

Targeting employability services by income has not subsided as an issue. Although CETA administrators, as a rule, are locked into restricting services to economically disadvantaged youths, school administrators object on substantive and political grounds. They do not believe family income is a reasonable predictor of need for employability services, and they are relations or the more general problem of a bad CETA reputation, and then getting past the frictions caused by procedural differences between the two establishments. Thanks possibly to its separate authorizing legislation and the fact that considerable resources are earmarked for local schools, YEDPA was not perceived by most schools as another CETA program or add-on to pre-CETA youth programs. This was an achievement whose significance should not be underestimated since it appears that a large part of the objection some local educators have had to mixing manpower and education has really been an objection to working with the manpower establishment.

Procedural differences have contributed to more serious chronic friction. The fiscal year for CETA sponsors starts in October, while for schools it starts in September, January or July. This mismatch plus the accelerated, patchwork style of CETA planning which frequently is not complete until days before the start of the new year (or even after the start of the new year) have made it difficult for schools to engage in long-range strategic plans. Another point of friction encountered in planning for the 78-79 school year programs (but not encountered in 77-78 because of delayed start-up) was uncertainty over funding levels and some doubt about whether changes made in the basic CETA legislation would also affect the youth programs. CETA-LEA collaboration in the first year of YEDPA also was hindered by its late, mid-semester start-up (January-March 1978). While these were one-time or only occasional problems, CETA's comparatively brief history has been riddled with periods of funding uncertainty, constantly shifting priorities, and changing regulations. The instability that this has built into the CETA system is not likely to be corrected overnight and is bound to present a chronic source of friction in CETA-LEA relations.

Another mismatch between local schools and CETA systems is in their networks of accountability. LEAs are accountable to local boards of education, perhaps some other local officials, and state education authorities. CETA sponsors are also accountable to local officials but usually not the same ones as schools, and the U.S. Department of Labor. The procedural difficulties caused by these two separate systems having to clear their actions with their respective authorities can cause delays and be a serious hindrance to a long-term stable relationship.

In the process of achieving administrative detente there has also been a number of differences between CETA systems and schools that can, perhaps, best be attributed to the two institutions being at different stages in the bureaucratic aging process. The education establishment is old compared to almost any other public institution and ancient compared to the CETA system. Career structures, administrative models, professional interest groups, and credentialing standards are firmly in place. Tradition and established procedures are resistant to major changes. In short there is an institutional identity and -- more importantly -- continuity. The CETA system is a stark contrast.

Manpower did not emerge as a governmental policy area until the early 1960s. The Manpower Administration in the U.S. Department of Labor, which has been the focal point for all federally supported manpower initiatives, was not established until 1963. It has been the only permanent fixture on

CETA-LEA activities may acquire substance over time, but the likelihood of it happening, the value of the content, and the pace at which it develops are all problematical. These uncertainties are inherent in any attempt to push together at the local level two establishments that have vastly different superstructures or administration, statutory authority, political constituencies, institutional history, program objectives, and client groups. The peculiar need is for a strategy to coax collaboration between a federal system of prime sponsors operating manpower programs for youth and a state/local system of schools providing education for youth.

The Department of Labor is able to steer local sponsor programming into conforming somewhat to the Department's objective of better CETA-LEA relations through its regulatory authority and power over the purse. DOL is also providing to sponsors a degree of technical assistance and information about how CETA-LEA agreements can be set up and what they might look like.

The Department, however, has no authority to push local schools alone, and very few options for pulling them along. The 22 percent set-aside under YETP is the only real incentive, but DOL alone is not equipped to develop the technical assistance or program models that educators need. Even if it were, the DOL-prime sponsor channel is hardly an effective conduit. Local educators are not inclined to take the word, advice, or assistance of employment and training experts without the imprimatur of and collateral input from the education establishment.

accountable to a constituency that is much broader than CETA sponsors' and therefore less tolerant of provisions that reserve services for only a few.

The emphasis on serving the dropout population now, as in the past, is another point of contention. The CETA system and its predecessors have traditionally served dropouts, blaming schools for failing to adequately serve kids who did not fit the normal mode. Some local educators are objecting to YEDPA now because programs are designed to "recycle" dropouts back into regular channels. One principal complained that "... the very ones that had been kicked out used CETA as a way to get back into the system." Most educators, though, do not appear adverse to making another try with dropouts. The controversy arises in the debate over what constitutes effective alternative educational systems for those persons.

The most heated CETA-LEA controversy has been over the award of academic credit for work experience or employability development training. Some local discussions have centered on the question of whether credit for employment-related experience devalues or deemphasizes credit for academic areas. In states where seniors must demonstrate basic competencies to graduate, teachers sometimes object to any school experience that detracts from preparation for those exams. There is also a question of whether local educators can make policy regarding the award of credit without specific state mandates on the subject. These debates have frequently, however, been used as smokescreens to conceal the real issue: the turf question of who decides what is credit-worthy experience; schools or CETA sponsors? Educators see the certification process as properly a school role. Employment and training personnel concede that it is appropriately a school responsibility, but then go on to criticize schools for being too reluctant to support activities involving credit and more to the point, unwilling to make an extra effort to establish education alternatives for YEDPA-eligible youth. In some areas where credit is awarded for work experience or career awareness training, observers note educators providing no more oversight than sponsors had proposed, but a share of the YEDPA pie has succeeded in buying their cooperation.

None of the problems encountered in the CETA-LEA relations is unanticipated, insuperable or irreconcilable. They may provide credible pretexts for inaction, however, where local sponsors or schools are not inclined to cooperate because they do not see the value in it or know how to do so.

It appears that the 22 percent set-aside under YETP has been effective in encouraging local schools and CETA prime sponsors to approach one another. A linkage between education and manpower has, to a degree, been formalized. But, if the CETA-LEA linkages are to progress beyond "administrative detente," there has to be more substance built into them. While the developments so far do not preclude that from happening -- indeed a cooperative posture is a prerequisite to a truly productive relationship -- the strategies for making it happen are not so apparent.

EXPLORING ALTERNATIVE CHANNELS TO LEAs

The need for a collaborative effort between the employment and training and education establishments at levels other than the local level is necessary if local CETA-LEA programs are to work. This need was foreseen in the legislation which includes provisions that both require and encourage cooperation between manpower and education authorities at the state and national level. Five percent of the total YETP allocation is available to governors for providing, among other things, labor market and occupational information to prime sponsors and schools. The Act also authorizes the Secretary of Labor to carry out innovative and experimental programs that feature cooperative agreements with federal educational agencies. The 1978 CETA amendments further encourage manpower-education linkages above the local level by increasing the allocation to state vocational education authorities, to, in part, increase coordination between vocational education and CETA establishments. The amendments also reserve a portion of the governor's allocation to be used for coordinating the activities of state manpower services and state education agencies. To understand the potential utility of these provisions, it is useful to know something about the education establishment: its formal structure of governance and its informal channels for influence.

Local Governance

The heart of the public elementary and secondary education establishment is some 16,000 school districts in fifty states. Local public school systems are governed by school boards, and managed by superintendents. In most instances, school board members are elected by the voters of the community they serve, and are independent of the other local elected officials, mayors or county commissioners, for example. School districts also usually enjoy independent taxing authority. The lack of a common authority over local education agencies and other local political bases, which typically are the CETA sponsors, makes compatibility less than automatic and cooperation sometimes an heroic act.

Springfield, Ohio offers an extreme case of diffused authority. Schools there are independent of the rest of local government, and vocational education is administered separate from the other education programs. Nonvocational education is handled through the city school system which reports to the Springfield board of education. Vocational education is handled by county joint vocational schools which are supported by the Springfield Public Schools and other LEAs in Clark County, and administered by a county board of education.

The county joint vocational school has traditionally been involved with county manpower program initiatives through CETA Title I contracts with the county CETA office. Most of the services under those contracts have been for adults, however, and the prospects for adopting the vocational services for YEDPA-eligible youth are not promising. The JVS has a long waiting list of student applicants and the JVS administrators prefer to select for enrollment youth who do not have basic education deficiencies or other difficulties in school. Enrollment of YEDPA-eligible youth in JVS is unlikely also because the County's in-school YETP program is administered by the city school system's career education office. To further hinder cooperation between any city school YETP activities and JVS, the city school liaison with JVS is not in the career education office.

Although the Springfield city school system has established a strong CETA-LEA program with the area prime sponsor, top level support within the schools has been only lukewarm. The superintendent is wary of too close a relationship with the prime sponsor because administrators in the sponsorship report to the county government, and he does not want the schools accountable in any way to the latter.

The degree of cooperation that now exists between the Springfield city school system and the Clark County CETA office is no mean accomplishment, given the potential for conflicts within the education system serving residents in the county and the fact that the school systems and the CETA office are accountable to different authorities. The success in this instance, under conditions that seem almost to be designed to thwart cooperation, can be attributed to the willingness of the two parties involved. The prime sponsorship is a relatively small one with really only two levels of decisionmaking. It is one in which the youth coordinator has the confidence of and ready access to the sponsor's top administrator. Through conscientious management and a low-key style of doing business, the sponsorship has also managed to stay relatively free of political pressures from the county and been able to operate as an independent agent. Before the advent of YEDPA the sponsor staff had worked with the Joint Vocational School and so the staff was receptive to the YEDPA mandate for collaboration with schools.

The single most important factor contributing to cooperation on the part of the schools has been the presence of an energetic and imaginative career education coordinator responsible for conducting the city school's demonstration career education program funded with state career education money. Through his own efforts, he kept abreast of YEDPA as it evolved and was already roughing out plans for school involvement by the time the sponsor received notice of its 1978 YETP allocation. The fact that some higher-ups in the Springfield hierarchy were receptive to the notion of mixing school and CETA also helped immeasurably.

Columbus, Ohio is another case in which the schools and prime sponsors report to different authorities. Yet despite the fact that there is less fragmentation on the education side than is found in Clark County, Columbus CETA-LEA relations under YEDPA are less than cordial.

The history of manpower-education relations in Columbus has been one of conflict between a combative, talk-oriented manpower agency and an education agency that has kept a distance from manpower programs for youth, but does not appear unwilling to cooperate. The Columbus CETA office seems to be locked into a management policy of minimal change, and under the hectic YETP implementation conditions, was almost paralyzed. To the extent there was an identifiable policy for the YETP 22 percent set-aside, it was to resist the involvement of the public schools. In both 1978 and 1979 the prime sponsor practically forced nonfinancial agreements upon the local schools that assured only a token role for educators. These have been in lieu of the more substantive role originally proposed by the schools in the YETP proposal they submitted for 1978, but which the sponsor rejected for being unresponsive to the problem of youth and because the schools wanted more autonomy than the sponsor was willing to grant.

In a relatively small proportion of cases, mayors or other chief elected officials have direct authority over school board members and/or school superintendents. When this occurs, the chief officials' line of authority can be exercised over both manpower and education officials. Not surprisingly, when the priorities of the chief elected officials include linking employment and training initiatives to education, the importance of mechanisms fostering cooperation between CETA and LEAs fades, and administrative and substantive differences can be minimized by forced agreement instead of mutual agreement. But even this structure of governance cannot guarantee harmony or totally productive CETA-LEA relationships.

Baltimore is one of the minority of school systems in which the school board is appointed by the mayor; the board, in turn, appoints the superintendent. Under these circumstances, both the city's manpower administrator and chief school officer receive their policy guidance from the city's top executive. The mayor's policy with respect to youth, employability, and education is that schools and the manpower agency are expected to work together towards solving the city's youth manpower problems. To the extent there is significant effort by the schools today, therefore, in addressing youth employment and training needs, it is felt to be influenced in large part by the fact that the mayor ordered it.

Without that unified authority, it does not seem likely that the Baltimore CETA sponsor and the LEAs would have worked together as well as they have. Perceived school resistance to providing for the educational needs of dropouts led the mayor to place administrative supervision of one major alternative education program for dropouts in the hands of the manpower agency. Under this arrangement, the schools provide teachers for curriculum development and instruction, but the teaching staff is accountable, in part, to the manpower agency. Employment and training programs for the in-school population have been organized within the school system's vocational education department. The manpower agency cooperates in developing work experience slots for CETA eligible youth in the programs. In addition, skills centers are being instituted in the schools, but oversight responsibility goes to the mayor's manpower and economic development representatives.

In other communities, where there is no single policy authority over CETA sponsors and LEAs, cooperation does occur, as, for example, in Springfield, Ohio. The impact seems to be lessened. However, the permanence of change is uncertain, and the pace of change may be slower.

Other Influences on LEAs

Local governance is not the only factor impinging directly on LEAs, and indirectly on prime sponsors. There are less structured influence networks at work that school administrators find at times to be no less compelling than formal authority. Even in Baltimore which by most measures, seems to have achieved effective involvement of local schools, and where there is no lack of formal guidance, local job markets and employer attitudes have a powerful influence on the role that schools take in manpower programs. The highly competitive industrial job market in downtown Baltimore attracts jobseekers from the city as well as from the growing Baltimore suburbs. In this climate, the schools admit that they "cream" in the selection and placement of work experience students, in order to demonstrate the quality of student the schools can produce and beat out the competition from suburban schools.

There is a strong suggestion that schools which have developed productive linkages with the business and industries of their communities are better able to mount successful youth employment programs, particularly as work experience, cooperative education, and job placement are concerned.

In Baltimore, there has been a history of highly visible involvement of industry with schools since civil disturbances in Baltimore in the mid-1960s. Following those disturbances, several business leaders in the city who were concerned about the role the private sector could play in improving life in the city, formed a group that started taking a critical look at the schools and offering suggestions for improvements. Significantly, the schools proved receptive to the criticism and to making changes.

Since it was established, the group representing both employers and schools has served as an umbrella organization sponsoring programs to upgrade reading and arithmetic instruction, cosponsoring with the Maryland Council of Economic Education a project to assist teaching principles of economic education, underwriting a program to give all children greater awareness of the world of work, supporting a computerized, individualized learning project. The group and some of the corporations it represented also participated in a dropout prevention program funded with Elementary and Secondary Education Act money. More recently, several Baltimore businesses have taken part in "Adopt-a-School," a program in which individual corporations have developed cooperative relationships with nearby schools, and provide assistance in such activities as counseling, serving on vocational advisory committees, and providing opportunities for work experience, cooperative education and other job placement programs.

Schools have continued to be receptive to the partnership with the employers for a number of reasons. For one, industry is not telling the schools how to teach -- that is recognized as the schools' responsibility and expertise. For another, industry has assisted in finding jobs for students. Furthermore, industry has stayed out of the political arena where education priorities are set.

The linkages developed between Baltimore schools and businesses may be an important part of the foundation for the more recent CETA/YEDPA program initiatives. The concept of combined academic/work programs was tested and successfully applied by business and schools at their own direction, before YEDPA. The businesses saw economic gains in investing in education and training of students who would eventually find their way as employees into their plants and offices. The schools saw educational gains and the potential for more "relevant" education through contacts with a larger world outside the school building.

LEA ties to industry in Springfield and Columbus, Ohio, are less formalized and comprehensive than they are in Baltimore, and observations are certainly less conclusive when it comes to judging the impact that local businesses might have on LEA policy regarding school and work. In both areas the vocational components are, of course, sensitive to placement opportunities for graduates. But since the interests of local businesses appear to be short-term, extending only as far as getting trained workers at minimal cost, the only real influence they have is in encouraging schools to select the best qualified youth for participation. This simply reinforces a bias popularly attributed to vocational education, against serving "problem" youth, and it does not prod the vocational educators or other educators in the direction of more cooperation with prime sponsors. If anything, the situation militates against it.

One Model of Local Influence

The three ingredients that seem to be most important in determining the way the Baltimore business community has influenced the school system are a mutual perception of objectives that serve a common interest, a flexibility and willingness in the business community and the school system to undertake cooperative efforts, and time. These ingredients are important to keep in mind when considering the impact YETP can have on public education because they might be seen as the components of an effective model for long-term influence on a school system.

Assessing local CETA systems in terms of whether or not they can influence local educators in the same way, it appears that YETP has some handicaps to overcome. Maybe the most important one is time. Sustained relationships seem to be a prerequisite for changing LEAs for two reasons: First, because rapid change cannot be accommodated, and second, because sustained interest seems to be an indicator of commitment for which short-term funding and forceful rhetoric are poor substitutes. If the propensity of national policymakers for frequent shifts in manpower policy, and their impatience for quick results is any indicator of future patterns, there appears to be little likelihood that YETP can provide the basis for a long-term relationship between LEAs and prime sponsors.

It is also not clear that the commitments of CETA prime sponsors to developing CETA-LEA linkages reflect genuine local sentiments. YETP money is federal, not local money and its purpose is seen to be supporting federal objectives which do not necessarily correspond to local objectives, and are therefore, not necessarily compelling.

Strengths that CETA YETP administrators have in their favor are flexibility and adaptability. The program allows sponsors the opportunity to implement a wide range of possible activities. But this can perhaps be parlayed better into a strength for dealing with LEAs not by CETA sponsor innovations, but by sponsors being permitted to go along with innovative projects developed by schools. There are two barriers preventing that from happening, though. The first is one of accountability for the YETP money; some sponsors are reluctant to loosen their grip on money if they still are ultimately responsible for funds that may be misspent. The second problem is more one of turf, like the one seen in Columbus, in which sponsors are unwilling to enter any relationships in which they do not have a strong upper hand. There, the CETA system is thwarting what meager influence employment and training policies can bring to bear on public schools.

State Level Influence on LEAs

In the formal scheme of things, local education agencies are actually creatures of the state. They exist at the sufferance of the state and have taxing authority, policy and administrative authority given them by state constitutions and laws. But, by tradition, LEAs have evolved as relatively autonomous units and the amount of actual influence that state education agencies, state school superintendents, and state boards of education have on them is not as great as the formal hierarchy might imply.

State education authorities are not effective leading dramatic departures from established policy and the status quo. They are not in a position to force unpopular policies on unwilling local educators. Although they can lead some policy change at the margin and provide technical assistance to help local schools along, they are not equipped nor inclined to direct state-wide policy overhauls, especially with regard to something as controversial and uncertain as YEDPA and policies for school participation under the YETP 22 percent set-aside provisions.

This does not imply that the role of SEAs has necessarily been one of disinterest or inaction. It does imply that state education agencies cannot be expected realistically to be agents of sweeping change in public school systems.

The two states studied for this evaluation present polar examples of the roles that states have taken in providing leadership with respect to the role that LEAs ought to take in local YETP programs. Ironically, the local results of the state level efforts, although not absolutely conclusive, do not seem to differ remarkably.

The Maryland State Education Agency (SEA) has taken an active role at the local level disseminating information about YEDPA and encouraging LEAs to cooperate with CETA sponsors. Two months after enactment of YEDPA, the state education agency appointed a department-wide task force, which together with the State Manpower Planning Office, sponsored a meeting for LEAs and prime sponsors on YEDPA and stressed the need for strong linkages between the two. The heads of the education and manpower agencies also signed a letter endorsing CETA-education cooperation, and sent it to all CETA sponsors and LEAs in the state.

At the state level the SEA has taken an active role tying work and education together. The SEA itself was appointed prime sponsor for the Balance-of-State CETA program, and the SEA educational coordinator for CETA training sites on the state manpower planning council. Although the SEA appointed task force completed its charge after several more meetings, a SEA representative continues to contact prime sponsors and, when asked, provides technical assistance.

Aside from the state-level impacts of its activities, the impact of the state education agency's enthusiastic support is uncertain. Virtually all local CETA sponsors in Maryland successfully negotiated agreements with local schools. But virtually all prime sponsors in all states concluded CETA-LEA agreements with and without the help of state level administrators, and in Maryland, Baltimore city schools concluded their agreements with no help from the state. In the few cases where sponsors and LEAs had serious difficulty, the SEA provided outside encouragement and assistance until an agreement was reached. But, even in Maryland with its active state support for YEDPA, the state level education and manpower administrators have cultivated a restrained policy of providing specific guidance and help only when requested by local officials. Consequently, it seems that the state level education office may be providing useful assistance in the areas where schools had already accepted the basic policy of linking CETA and schools. But because of the receptive posture of schools in those areas, it seems safe to assume that sponsors and schools would have achieved some degree of success in implementing joint efforts even without assistance from the state. On the other hand, LEA officials who had already decided against cooperating with CETA sponsors would not have invited the state education officials in to provide assistance anyway.

The attitude of state level administrators in Ohio stands in contrast to what has been happening in Maryland. Neither the state education agency nor the state office of manpower development took much initiative in announcing YEDPA to local schools. The SEA's own involvement in CETA appears to have been nominal. Except for some level of funding for the independent career education pilot projects the state is supporting and a brief announcement (but nodis currian) about YETP at a state school superintendents' meeting, the state has provided no policy guidance with regard to linking schools and CETA sponsors. The only steps taken in the 15 months following enactment of YEDPA were the appointments of an SEA representative to the state manpower council, and an employment and training representative to the state education council.

In Springfield, the only case observed in Ohio where an LEA actively pursued collaborative arrangements with the local prime sponsor, events proceeded independent of any appreciable state role. The only state involvement that might be identified would be the state support of a pilot career education project in the Springfield school system. The career education office has been the focal point for the LEA-CETA interface, and since the office would not exist without the state support, an indirect state role might be inferred. But, at best, it has been a very limited role. Despite the interest of the state in supporting several career education pilot projects, there has been a distinct lack of state leadership in providing them with technical assistance and certainly not state pressure guiding the content of local career education activities. The state career education administrators were silent with regard to how local career education projects might interact with YEDPA, or participate in CETA-LEA agreements.

The Ohio state education agency provided little guidance in the first 18 months of YEDPA to local administrators interested in developing policies with regard to the award of academic credit for work experience or employability development classes offered under YEDPA. In the absence of explicit state guidelines on the subject, LEAs were reluctant to go ahead on their own in awarding credit. In the second year, however, some LEAs, such as Springfield, have established modest provisions for awarding credit, but only for classroom experience. There are plans for the state to establish a number of pilot programs in local schools for the 1979-1980 school year, to test some models for the award of academic credit for work experience. Those models are expected to involve some variant of the present regulations which require school staff to monitor and evaluate student work assignments. The Maryland state education agency is more willing to relax the rules governing the award of academic credit for work experience, thanks to pressure from YEDPA interests inside and outside the SEA. But even in Maryland it seems likely that SEA endorsement of the credit for work policy espoused in YEDPA is more likely to manifest itself as a relaxation of current rules and not affirmative action to encourage local educators to award credit for YEDPA work experience.

The Federal Presence in Education

Because education has been, by tradition and as interpreted in constitutional law, a matter reserved ultimately to the states, the federal role in education has been supportive and supplemental, first as a statistics gathering agency, then as a research and demonstration agency. Only in the past few decades has the federal government attempted a more active role, stimulating state systems to advance the quality and equality of their education through a variety of economic incentives. More recently, the courts have lent a degree of enforcement authority to the federal education presence, largely in connection with pursuing equal educational opportunity.

The federal government, however, continues to take a backseat to state and local authorities in formulating educational policy. As a result, except in the arena of equal opportunity (including compensatory education), there is no definitive national education policy. The federal government's program interests are generally added on to the state and local priorities.

Furthermore, although federal education expenditures run into the billions of dollars, they are small in comparison to the state and local resources -- only about 8 percent of total education expenditures. Because of the primacy of state/local authority in public education, HEW is reticent to exercise enforcement power, and because the federal dollars are small relative to other revenues, local education agencies do not feel much urgency to be responsive to the wishes of the federal bureaucracy. This becomes most apparent when one observes the wide diversity of programs offered by schools and the widely varied priorities they assign to them.

Diversity of education programs from community to community is held dear, for political as well as educational reasons, because schools are held to be socializers, bringing the values and aspirations of the young closer to those of the community which supports them. It was primarily for this reason that today, twenty-five years after the Brown decision, the issue of school desegregation has not yet been totally resolved. It is no wonder, therefore, that even if the federal education establishment had gone full speed ahead supporting local CETA-LEA collaboration, it could not have leveraged much action at the local level. But, at least initially, the education establishment -- the federal part included -- was not inclined to go full speed ahead in support of YEDPA because it was not consulted in the process of YEDPA authorization. Hence, there was little reason or opportunity for the Office of Education to formulate policy to go hand-in-hand with the Department of Labor's implementation efforts.

In fact, however, in the months after YEDPA was signed into law, the USOE showed some willingness to go along on a cooperative basis with Labor Department's Office of Youth Programs. Judged by the standards of cooperation that existed between OE and DOL before YEDPA, the cooperation between the two agencies that exists now is something of a breakthrough. The mere lack of hostility between Labor and the vocational education office in OE would have been an improvement over the usual relationship that has existed. But the positive interest in collaboration and joint activities that the Office of Youth Programs has undertaken with the vocational educators and career educators in OE is unprecedented in HEW-DOL relations centering around CETA.

What the U.S. Office of Education is Doing Under YEDPA

Federal policy in support of YEDPA was initiated with an August 1977 memorandum of understanding signed jointly by the Secretaries of Labor and Health, Education and Welfare, to work together in a number of ways, including establishment of an interagency coordinating panel. HEW was to "seek to ensure the involvement of local education agencies and organizations in the operation of youth programs ..." by developing new education and work models for dissemination to local school districts and CETA prime sponsors, and working with the Department of Labor on models for awarding academic credit for work experience. HEW also agreed to assess alternative education systems already in place or sponsored under YEDPA, and help establish and evaluate community and state level councils for encouraging collaboration between schools and employers.

In carrying out its responsibilities under this memorandum of understanding, HEW has already engaged in a number of projects with DOL including joint evaluations of CETA-LEA agreements, and is utilizing its channels to local officials to encourage cooperation between vocational education, career education, and post-secondary education components, and local manpower administrators implementing YEDPA.

USOE has been quite cooperative in adding YEDPA activities to its established workload. But achieving change by adding on new responsibilities is not the same as achieving change by making adaptations in old responsibilities. The education establishment in HEW might be able to leverage some of its influence under legislation other than YEDPA to support closer cooperation between education and preparation of youth for the world of work.

A review of current education legislation on the books provides some ideas for the potential access that the Office of Education has to local educational administrators, and more importantly, the existing overlap in purposes and objectives between this legislation and YEDPA. The laws now in force already establish program activities similar to, or at least consistent with some of those encouraged by YEDPA. They also establish precedents for income targeting provisions and steering education services to pupils not usually well-served.

While the extent of USOE authority over school districts is constrained by statute and tradition, existing legislation permits USOE to provide incentives through regulations and awards of particular discretionary projects for state and local education agencies to pursue some of the objectives of YEDPA. USOE can also influence state education agencies administering federal formula funded programs.

*The Vocational Education Act of 1963, Title I, Part A, Subpart 1**
(Formula-funded with state authority)

- *Sec. 101*. Purpose: to assist /States/ to extend, improve, and where necessary, maintain existing programs of vocational education, to develop new programs ... and to *provide part-time employment for youths who need the earnings* ... to continue their vocational training on a full-time basis ....

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*Emphasis added

- Sec. 105(a)(15). Any State which desires to participate in programs under this Act ... shall establish a State advisory council ... and shall include as members one or more individuals who represent the State Manpower Services Council ....

- Sec. 107(a)(1). [State five-year vocational education plans shall] ... set out criteria ... for coordinating manpower programs conducted by [CETA prime sponsors] with vocational education programs assisted under this Act ....

The Vocational Education Act of 1963, Title I, Part A, Subpart 2 (Formula-funded with state authority)

Work Study Programs

- Sec. 121(a)(2). Employment under [state-funded/locally operated work study programs] shall be furnished only to a student ... who is in need of such employment to commence or continue his vocational education program ....

Cooperative Vocational Education Programs

- Sec. 122(e). [State-funded/locally operated cooperative vocational education programs] shall include provisions assuring that priority for funding cooperation vocational education programs through local educational agencies is given to areas that have high rates of school dropouts and youth unemployment ....

The Vocational Education Act of 1963, Title I, Part A, Subpart 4 (Formula-funded with state authority)

Special Programs for the Disadvantaged

- Sec. 140(a). ...[T]o assist them in conducting special programs ... to pay the full cost of vocational education for disadvantaged persons.

The Elementary and Secondary Education Act of 1965 (as amended 1978), Title I, Part A, Subpart 2 (Formula-funded with state authority)

Grants for Local Education Agencies in Counties with Especially High Concentrations of Children From Low-Income Families

- Sec. 117(a). [T]o provide additional assistance to local educational agencies in counties with especially high concentrations of children from low-income families ....

The Elementary and Secondary Education Act of 1965 (as amended 1978), Title III, Part F, Youth Employment (Federal discretionary authority)

- Sec. 341(a). The Commissioner shall carry out a youth employment program, the purpose of which shall be to prepare children to take their place as working members of society.
- Sec. 341(b). ... Support activities to ... (3) enhance job opportunities for youth in coordinating educational activities with youth employment activities, particularly those ... under CETA; (4) encourage educational agencies and institutions to develop means to award academic credit for competencies derived from work experience ....

The Career Education Incentive Act (Formula-funded with state authority)

- Sec. 3. Purpose: ... /T̄/o assist States and local educational agencies and institutions of post-secondary education, including collaborative arrangements with the appropriate agencies and organizations, in making education as preparation for work ... a major goal of all who teach and all who learn by increasing the emphasis they place on career awareness, exploration, decision-making and planning ....
- Sec. 8(a)(3). ... making payments to local education agencies for comprehensive programs including:
  (A) developing and implementing comprehensive career guidance, counseling, placement and follow-up services ...
  (D) developing and implementing work experiences for students whose primary purpose is career exploration ....

Post-secondary Educational Demonstration Projects (Federal discretionary authority)

- Sec. 11(a). ... /T̄/o arrange ... for the conduct of postsecondary educational career demonstration projects which
  (2) have unusual promise of promoting post-secondary career guidance and counseling programs,
  (3) show promise of strenghtening career guidance, counseling, placement, and follow-up services.

It is evident that there are many channels through which the Office of Education can influence schools to align themselves more closely with YEDPA, without direct pressure, but by providing guidance for LEAs that want it. As it is now, though, there is no unifying federal policy holding together the abundance of federal programs LEAs now operate. In community visits to Baltimore, Maryland, and Springfield, and Columbus, Ohio, there were no instances in which school systems had orchestrated their full spectrum of federal education resources in order to target on students needing employment services. The YETP set-aside was used as an additional entity, or new, independent programs were mounted with career education funding (although in Springfield, this was state rather than federal dollars) or other vocational education funding. It appeared that the concept of combining funds from several other federal authorities and building a program that, in toto, addressed the problem of youth employment in a comprehensive way, had not been developed; such a model certainly had not been implemented, at the state or local level. It seems that under the various authorities that already exist there is high potential for meeting those needs, with or even without the 22 percent set-aside. Such an approach could provide a base of funding that is contained within the education establishment, is somewhat more stable, and has the added attraction of being identified as an education program.

As a rule, there is a large gulf, however, between the potential and the actual utilization of existing legislation and USOE authority to serve some of the federal objectives embodied in YEDPA. Naturally, change requires time. But the danger is that even with time, the establishment in USOE, as in the states and LEAs, will not embrace the same priorities as the Department of Labor (regardless of the memorandum of understanding between the Secretaries of the Departments).

It is misleading, however, to treat the USOE "establishment" as a monolith. Indeed, it is capable of taking an aggressive role on certain issues regarding education and manpower. Career education is a case in point. "Career education" is a nebulous concept which its advocates describe as embracing all those activities and experiences through which one learns about work. It is visualized as beginning early in life and continuing throughout it, and taking place in and out of schools. Within schools, it is not intended to be treated as a separate course of study, but is integrated instead within all subject matter courses. It differs from vocational education, which is more often associated with structured course instruction leading to proficiency in specialized, occupation-specific skills.

The career education office in USOE, with only some $10 million in 1978, and little or no direct federal authority over state or local education agencies, managed to spur thousands of school districts toward comprehensive activity in the name of career education by dint of energetic leadership, effective public information tactics, effective technical assistance and judicious use of its limited dollars to involve diverse constituencies outside of the schools which, in turn, could persuade the schools to institute program efforts in which they were interested. Similary, it has been aggressively pushing the idea of collaboration between schools and CETA prime sponsors in the interest of better preparing youth for work. The vocational education function, on the other hand, with federal outlays of approximately $750 million and considerably more legislative authority, appeared during the first year of YEDPA, to have resisted encouraging its professional constituents to address priorities like youth employment, thus failing to make significant policy impressions at the local level. Only during the second year of YEDPA and after a change in leadership did the office responsible for vocational education articulate an affirmative and positive policy encouraging closer local cooperation between vocational education and CETA youth programs. But a change in leadership in the Washington vocational education bureaucracy does not necessarily reflect a deep commitment there, and is hardly enough to assure a cooperative attitude among the diffuse, decentralized, and well-entrenched vocational education establishment. This is especially true when many in that establishment see direct conflicts between their prime objectives (serving employers) and YEDPA objectives (serving youth).

The Role of Professional Associations and Other Educational Interest Groups

There are pluralistic forces affecting local education agencies, each exerting a limited amount of influence. The federal and state governments exert their influence, in part, by dint of the money they bring. But there are other influences which are also interesting to study because they wield influence without money.

As a longstanding profession in American society, teaching has become organized in ways that represent numerous interests of its practitioners. Professional societies have been formed to advance the subspecialities within the teaching field, both by academic subject matter (mathematics, art, etc.) and by positions generally found in the organizational hierarchies of school systems (school board members, school administrators, teacher unions, etc.). State oriented organizations also exist to support the interests of legislatures, state administrators and even governors.

From interviews with representatives of 16 organizations and other education experts, it appears that these national organizations and their state affiliates have potential for promoting educational program policy. Furthermore, reacting to the reality of YEDPA and ready money, a considerable number already are advocating a more active role for their constituencies in some of the CETA-LEA collaboration activities. Almost all national education organizations publish information for their members, ranging from periodic, informal letters or newsletters to monthly professional journals. Some of the latter reach as many as 50,000 subscribers. Word about youth employment has already found its way into a number of these publications (e.g., the Community and Junior College Journal; and "Dateline Washington," the newsletter of the National Conference of State Legislatures), and in some cases, more definitive material describing program models has been disseminated. In much the same way as their publications may develop greater awareness and better understanding of CETA/YEDPA among their school constituencies, so may the meetings of these organizations, which can draw thousands of members, become a forum for information dissemination and attitude change. Some associations, for example, have already devoted parts of programs or entire workshops to YEDPA and how it can be related to education.

The variety and number of ad hoc program efforts mounted by the various national education organizations serve to reinforce a belief in the interest and potential of these associations in furthering LEA-CETA linkages. While some of these may be self-serving, a number already have promoted positive action. The American Vocational Association, for example, conducted three conferences at which vocational educators learned about CETA/YEDPA models they could apply in their own school systems. An American Personnel and Guidance Association position paper dealt with better coordination between in-school and CETA counseling which, in New York state, resulted in collaborative conferences between representatives of both groups. The American Association of Community and Junior Colleges conducted a survey of its member institutions to determine how they were participating in CETA and what they would recommend in order to improve opportunities for participation. The National Association of State Boards of Education is trying to determine what educators can do in the implementation of YEDPA, and is also working with the National Governors' Association documenting models for award of academic credit for CETA work experience. The Council of Chief State School Officers has formed special committees, one on the youth employment act and another on career education.

Achieving Change Through Informal Networks

The network of education interest groups and professional associations can be no less potent than formal channels of authority created by systems of governance. Indeed, because common interests rather than imposed authority hold the groups together, there is good reason to believe these organizations can be even more influential than formal channels of authority in changing attitudes among teachers and education administrators. Unless and until employment and training objectives can be squared with the self interests of all the players, however, the federal emphasis on closer CETA-LEA cooperation will be running against the will of crucial players.

YEDPA architects almost certainly erred when they failed to consult adequately these facets of the education establishment. This kind of error is predictable and understandable in the source of developing hybrid legislation such as YEDPA because, invariably, one camp takes the initiative and it cannot be expected to know all the members of the other camps. But, the exclusion has been costly. Educators have felt that YEDPA was "done to them" by manpower policymakers trying to tell them how to do their jobs. Begging the question of *whether* educators should have any role in a national employment and training policy for youth, YEDPA put local manpower administrators in the position of specifying *how* educators would be involved. The YEDPA architects may have also erred (or just took a calculated risk) in failing

CONCLUSION

It is apparent that rapproachment between the education and manpower establishments is not likely to be quick, easy, systematic or consistent.

Because of the access that the Department of Labor has established with top leadership in the U.S. Office of Education and a number of education associations and interest groups, the superstructure of the education establishment shows signs of changing. But the signals have to be read cautiously. Education leaders can put YEDPA on meeting agendas, issue statements of support for closer CETA-LEA relations, and adopt a conciliatory stance towards youth employment and training programs. But they do not necessarily reflect the sentiments of their constituencies and certainly cannot deliver the support of those constituencies. Furthermore, much of the support of the education establishment has been coincident with technical assistance contracts and interagency agreements that have channeled resources to educators to take on new responsibilities to encourage closer education/manpower ties. It is not clear what would happen without those additional resources -- whether manpower programs for youth are sufficiently high priority that educators would displace activities supporting more traditional causes. In short, depth of commitment of even the Washington education establishment is not apparent and certainly not guaranteed -- yet.

But a lack of depth of commitment now does not rule out joint interests and concerted action by the manpower and education hierarchies. In fact, in a relatively brief span of time, YEDPA has produced a broad coalition of initial interest. What is needed now is time for that interest to take, and some follow-up policies that will foster conditions to permit the interest to take.

Top level conciliation between manpower and education interests does not assume peace at the local level. Before productive CETA-LEA partnerships can be formed locally, schools and local educators must make some substantive and administrative adaptations. Difficulties caused by mismatched planning cycles, funding uncertainty, the issue of academic credit, and the introduction of labor-market related classroom programs can be gotten around in time. The changes are not radical and all that is needed is the chance for the newness of the programs to wear off and for administrators to make adaptations in the way they do business. But there are also some more fundamental changes that seem necessary before large numbers of schools take an active role in employment and training programs. The income targeting provisions of YEDPA are emerging as the most serious impediments to CETA-LEA cooperation. So far, educator resistance to targeting has been manifested in objections on substantive and political grounds. School officials object to targeting jobs and employability development services to economically disadvantaged youth because economic status is not seen as a valid or reliable indicator of labor market services, and because exclusion of some youth from labor market services is hard to defend in an institution with as wide a political base as that of schools.

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to recognize the lack of influence the federal CETA and education establishments could wield at the local level, and the necessity of enlisting the support of the education interest groups and associations as an alternate route for getting word to the local educators.

Saddled with the chore of implementing difficult legislation made more complicated by its one-sidedness, the U.S. Department of Labor discovered rather quickly the importance of getting the education interest groups and associations involved. The American Vocational Association, the Council of Great City Schools, the National Association of State Boards of Education all are receiving support now from the Department for a variety of activities that include identifying model employment and training programs involving schools, models for CETA-LEA cooperation, and CETA-LEA linkage issues on the local agenda. At least for the time being (while the money holds out) these education interests are adopting a more conciliatory stance with respect to mixing education and manpower programs, and are coaxing their respective constituencies as quickly as they can.

Targeting provisions seem to pose a more fundamental dilemma for educators, however. Public education has traditionally been geared to identifying student deficits and measuring achievement in terms of academic criteria. YEDPA is built on different premises and, in order to be successfully adopted by schools, requires changes in basic education attitudes. Even without the income eligibility criteria, there would be problems because YEDPA requires schools to view a wider spectrum of student capabilities than they traditionally have.

As with the minor administrative changes, the fundamental changes require time and patience. More precisely, they require subtle but constant pressure in the form of advocacy for change -- from inside and outside the education community -- and steady access and exposure to innovative education programs and administrative models that appear effective with regard to employment and training objectives.

Because of the relatively extended period of time it will take for joint CETA-LEA strategies to take hold, the proverbial plea for more stability, continuity, and predictability in CETA -- or at least youth programming -- becomes more compelling than ever. Progress in CETA-LEA relations must be cumulative. Yet that is difficult when the terms of CETA-LEA agreements are uncertain until two weeks before programming is due to begin, budget levels are changed in mid-stream, or CETA staff are constantly turning over. Strategically it is difficult when there is doubt about the durability of a national policy encouraging closer ties between education and manpower.

Of course, the plea for stability in CETA is chronic; but even a stable CETA system would be no panacea. Other factors affect collaboration between prime sponsors and schools. Given that one of the important YEDPA objectives is to change the way schools do business with respect to providing employment and training services for youth, an inevitable question is who should have authority over the money used to buy change. Should the money continue to be administered under the joint authority of schools and CETA prime sponsors, or should in-school programs under YEDPA be handled exclusively by the educators? The costs of the first strategy (now in effect) are already evident: friction between the two establishments and competition for the upper hand in deciding what programs are acceptable. But while the benefits of the second strategy might be more peaceful relations between CETA sponsors and educators, the costs will almost certainly be excessive loss in efficiency in getting CETA sponsors and LEAs to work together, and in getting LEAs to incorporate employment and training objectives into their overall mission. This would be because increased isolation between the two institutions -- schools and local manpower administrators -- would be inevitable without the joint CETA-LEA agreement, a device that creates however artificially, a very real, joint vested interest.

THE UNIVERSE OF NEED FOR YOUTH EMPLOYMENT
THE REALITY BEHIND THE STATISTICS*

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The universe of need is the number of kids in our country who need and can benefit from federally supported youth-employment programs. It's impossible to walk through Baltimore or any other central city and fail to see the priorities--education, jobs, and training. The need for comprehensive services is obvious. To become fully employable, youths need basic academic skills, work experience, training, counseling, and often, child care. Yet, the current debate about the universe of need questions whether the need is there at all. Most notably, studies by the General Accounting Office (GAO) and Office of Management and Budget (OMB) find that the federal government is supplying more jobs during the summer than there are eligible youth to fill. In part, the purpose of this paper is to refute the findings of these two studies--to demonstrate that the emperor really isn't wearing new clothes at all and the need among youth has not vanished simply through statistical manipulation. To refute those studies, we will first look at the data on which those optimistic findings are based, and second by using our experience in managing the largest job-guarantee program in the country--the Youth Incentive Entitlement Program--show just how wrong the traditional data bases can be in reflecting youth need.

Almost all studies about the universe of need for youth rely in whole or in part on employment statistics. Academicians and statisticians may see this as heresy, but current employment data have very limited value in reflecting the universe of need for youth. In fact, many observers question how accurate the current state and local methodologies are for assessing adult need, let along youth need. Yet the common base of information about the magnitude of youth is always unemployment statistics. Even the method for allocating federal youth resources under current legislation is based, not on youth need indices like the dropout rate or the number of youth in poverty, but on employment statistics for adults.

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*This paper was presented at the Conference on Employing Inner-City Youth, at Oakland, California on August 2, 1979.

Why must we rely so heavily on these unemployment rates? The short answer is that they are the best available data, the only existing barometer of need uniformly collected and regularly available on a national level. But all too often, policy-makers ignore shortcomings of the data as well as the basic assumptions behind those data.

Unemployment data, especially when used as a yardstick to measure youth need have a great many short-comings. The Bureau of Labor Statistics looks at two major behaviors: Are you working? And, if not, are you looking for a job? If the answer to both questions is no, you are considered to be out of the labor force. As you might guess, all too often youth are considered out of the labor force. Why is that? First, any youth enrolled in school is considered out of the labor force and, consequently, not unemployed. The statistical assumption made is that anyone who is enrolled in school does not need or want a job. We realize that this assumption is questionable. This means that young people enrolled in full-time schooling are excluded from the BLS universe of need, inspite of the fact that they may be looking for a job or trying to combine work and school or need an income to continue school. Our experience with the Entitlement program proves just how wrong this assumption can be.

Second, many youth may not be actively seeking work. They may be discouraged workers, who feel that looking for a job isn't worth the effort. Many people perceive that no jobs exist for them; they do not, therefore, "waste" the energy to search for a job, especially if the search leads to the rejection that has often characterized their lives. These discouraged workers are also not counted among the unemployed in most estimates. We assume that the further any group is from the mainstream of American economic life, the higher proportion of discouraged workers. The rate of discouragement is highest for the poor, minorities, older workers, welfare recipients and, perhaps, especially for youth. The range of possible job opportunities for the last group is limited geographically by a lack of mobility, conceptually by inadequate knowledge about the job market, and practically by inflexible school schedules and child care responsibilities. Consequently, they give up, or they initiate a job search. Result--they are never counted as unemployed.

Therefore, any estimate that equates the current employment and job-search definition of unemployment with the true universe of need will be too conservative (i.e., limited) in its estimate, because in-school youth and youth who are discouraged workers are consistently excluded.

Policy and Procedural Limitations

Job-Search Time

In its needs assessment of the Summer Youth Employment Program, the Office of Management and Budget relied exclusively on these unemployment statistics. Beyond that, OMB decided that the universe of need should be limited to those youth who are unemployed for five weeks. Clearly, many youth do not sustain an unsuccessful job search for five weeks. More often, they will "test the waters" to see if a job is available. If they find no job, many simply stop looking, especially if the job search reinforces feelings of rejection and failure.

We have direct experience with how difficult it is for youth to sustain job search. Self-Directed Placement is a program designed to provide intensive job-search assistance. The success rate for SDP is phenomenal for adults. About 80-90 percent of the disadvantaged adults get jobs during the four weeks of the SDP program. We thought this might be a great way of assisting youth. But of the 16 kids first referred to SDP, only six of them got jobs. The SDP staff found that after the first few calls and the first few rejections, the youth gave up, and even the strong peer support couldn't bolster their courage. In an environment without the support that SDP offers, it is unlikely that kids would sustain a five-week job search.

Yet those youth who do not sustain a five-week job search are not counted in OMB's analysis. The analysis begins by excluding in-school and discouraged youth and then limits the universe of need even further by setting a five-week job-search parameter. Through statistical manipulation, OMB grossly understates the universe of need as it develops an index of need that is more palatable politically and less relevant sociologically.

Illogical Policies

The General Accounting Office has indicated that it, too, thinks there are more jobs available during the summer than there are eligible and interested youth to fill them. Based on this supposition, GAO recommended a cut in summer programs. GAO rested its case on two observations:

1) a number of youths enrolled in SYEP were ineligible and

2) a significant number of the enrollees were 14- and 15-year-olds.

From these two findings, GAO decided that the universe of need had been exhausted. Prime sponsors had enrolled all eligible youth and were still under-enrolled. Thus, GAO deduces, primes, in order to meet hiring levels, consciously enrolled ineligible youth and a higher proportion of 14- and 15-year-olds.

Their assumptions are faulty. The fact that errors have been made in determining eligibility and that prime sponsors have seen fit to target resources to 14-year-olds is not a strong basis for assuming that the universe of need has been met. The fact is that prime sponsors do target summer jobs to 14- and 15-year-olds. They do so with sound economic and social rationales:

> For youth under 16, the summer program is often the only employment recourse because of child labor laws.

> Many feel that the behavior-change components of a work-experience program are more effective when offered early in a youth's experience with the world of work.
>
> Patterns of juvenile delinquency are built during ages 14 and 15. By providing these youths with working outlets, many kids may be able to redirect their energies toward constructive activity.

The kind of quantum-leap analysis done by GAO is a disservice to responsible public-policy setting.

Both the GAO and OMB studies find that youth need is more than met by current federal employment programs. Both suspiciously try to solve the youth unemployment problem by "providing"--or, more to the point, pretending--it doesn't really exist. OMB uses unemployment data without acknowledging its shortcomings and then creates additional parameters to further limit the universe of need. GAO uses some questionable logic to reach the same conclusion.

It is distrubing that, in this case, the policy decision to cut the federal budget has dictated the results of research. Most of us would prefer that research guide policy setting.

Baltimore's experience in operating a Tier 1 Entitlement program might well be instructive in measuring a particular universe of need. From our Entitlement experience, we can draw some reasonably firm conclusions about the universe of need and substantiate our judgement of just how conservative our local unemployment statistics really are.

The Youth Incentive Entitlement program is the national research and demonstration project, designed for a limited segment of the youth population, to test the relationship of a job guarantee to in-school performance retention, completion, and future employability. The Entitlement method is analagous to counting the bees in the area by setting out a jar of honey. By guaranteeing every eligible kid a job, we got them to "stand up and be counted" in numbers that dwarfed our original estimates. Using traditional methodologies from unemployment statistics, the projected estimate of need would have been a fraction of the actual demand for jobs.

Eligibility Requirements

Under the Entitlement program, youth are guaranteed a job if they meet the following eligibility criteria:

1) youth must live within the geographic boundaries of the entitlement areas,

2) youth must be a member of the family who receives cash welfare payments or whose income is below the OMB proverty standard,

3) youth must be 16 to 19 years old, inclusive, and

4) youth must be enrolled in a secondary school or re-enrolled in an educational program that leads to a high school diploma or GED.

The Entitlement program defines a target group and a distinct, although limited, universe of need. As part of our planning for the program, it was necessary to estimate the number of young people who would be eligible and interested in taking jobs. The simplest way for us to have estimated the mumber of eligible youth in the Entitlement area would have been to check unemployment figures on the number of unemployed youth, 16 to 19 years old, and to apply some estimating factor for the number of those unemployed youth who were in poverty families. Not surprisingly, BLS data indicated that in the entire city of Baltimore, there were only 7,000 unemployed youth and only 5,000 unemployed minority youth. Using BLS data, we would have estimated that the universe of need in the third of the city covered by the Entitlement program would have been 2,500. We knew in our gut that this figure was absurdly low.

To achieve more accurate estimates on the size and location of the population in need, we had to devise better measures for identifying the universe using more relevant local data bases. We looked for those sources most likely to be updated regularly and most relevant to a youthful population. We zeroed in on local administrative files. From the public schools we developed information on school enrollments and dropouts for 16- to 19-year-olds in each census tract. As a proxy for family income, we looked at the number of youth qualifying for the school lunch program. From the local welfare agency we received information on the number of families receiving AFDC in each census tract, as well as the number of youth in their files and the addresses of potentially eligible youth. We combined these major sources of information with our own manpower registrant files and demographics on public-housing residents.

Aggregating this rich local data base enabled us to accomplish two important tasks:

1) identifying the neediest contiguous area of the city to become the Entitlement area within the parameters set under YIEPP and

2) estimating the universe of need in the target area.

Our estimate was that about 8,800 youth would be eligible at any one time. Remember, had we used BLS and census data, we would have assumed a universe of 2,500 -- less than one-third of our actual estimate. I'm pleased to report our estimate was almost exactly on target. Based on our estimate, we expected 13,700 youths to enroll during the first 18 months. Today, after 18 months, we have enrolled 13,000. Our estimate was 5 percent too high. The estimate from unemployment data was understated by 70 percent.

It was suggested earlier that a number of reasons why normal unemployment measurements might significantly underestimate the universe of need for youth. The BLS methodology ignores all in-school youth and many youth who are discouraged workers by considering them as out-of-the-labor-force. When we estimated the Entitlement universe of need, we made no such assumptions about the labor force status of in-school poverty youth. On the contrary, we assumed that 100 percent of these in-school eligible youth and as many as 80 percent of the dropouts would take us up on our offer of employment. BLS labor force-participation data suggest that only 41 percent of the youth population would take a job. Based on our experience with a job-guarantee program, it appears that normal unemployment estimates severely and systematically undercount the extent of need and the motivation to work among urban youth.

The Certification Process

What makes Baltimore's staggering enrollment levels so revealing are the rigid and burdensome program guidelines for eligibility certification, which impede, rather than facilitate, youth participation. While a guaranteed job is the big prize, youth must go through a bureaucratic scavenger hunt to find it. For the irony of Entitlement is that despite the job guarantee, youth must often work harder to get the job than to keep it. No one can tell me, or any of my staff for the Entitlement program, that poor kids are unemployed because they don't want a job. When these kids who are all poor and 98 percent minority, see that a job is available, they stop being "discouraged workers" and go to unbelievable lengths to get that job.

Consider the hurdles youth must clear just to get into the program:

1) Youth learns of program and obtains a thick referral packet full of forms from a referral source.

2) Youth and parent/guardian complete forms to reflect age, citizenship, school, income, and residency status and identify valid documentation to certify eligibility for each of the five areas.

3) Youth goes to State Department of Labor to obtain a work permit.

4) Youth goes to school to have school status verified or, if out-of-school, must re-enroll in an education program.

5) Youth goes to a Social Security office to apply for a Social Security card.

6) Youth brings completed packet to a registration location. Packet must include:
--Social Security card;
--work permit;
--appropriate documentation to verify age, including birth certificate, baptismal certificate, driver's license or voter registration card;
--income-statement form·
--documentation to verify income, including either Medical Assistance card, W2 Form, recent check stub, or tax return;
--residency status form;
--documentation to verify residency, including rent receipt or utility bill;
--school-status form;
--documentation to verify school status (usually an authorized letter from a school official).

It should come as no surprise that less than 50 percent of enrolling youth come to registration with all of the necessary documents properly filled. But let me go on with the enrolling process required for kids to get their 15-hours a-week prize.

7) Youth then has eligibility verified at registration.

8) If eligible, youth is registered for Entitlement.

9) Youth is then matched to a job that
--complements his/her education experience;
--is compatible with school hours;
--reflects his/her vocational aptitudes and interests;
--is in his/her own neighborhood;
--often requires a job interview before the match is complete.

10) Youth attends orientation prior to start-up.

11) Finally, youth reports for first day of work.

While we in Baltimore have done our best to simplify this procedure, it is quite clear that youth must demonstrate motivation, persistence, and patience just to get a "guaranteed job." It makes our Entitlement enrollment figures of over 13,000 youth and the motivation of the kids all the more impressive. It clearly demonstrates the value of using demand for a guaranteed job as the true measure of the univers of need. We now recognize that many in-school youth need and will take jobs if they are available and, moreover, that many of these motivated youth do not look for jobs when the search is competitive. It is not because they are lazy; it is because they believe that there exist no jobs that they can qualify for, or be able to get to, or that are flexible enough to allow them to stay in school and work at the same time.

The eligibility standards for the Entitlement are rigorous--much more rigorous than any parameters applied to statistical analysis of the universe of need. But even with the narrow Entitlement-defined need, we found that more kids fell into that eligible universe than were projected to fall into the broader universe of unemployed. As we have seen within the city of Baltimore, the universe of need, as measured directly by participation in a job-guarantee program, is substantially larger than universe of need projected by traditional statistical means. Yet in making national policy decisions, we rely on the traditional unemployment data sources. That reliance can mislead us into believing that need among youth is adequately being met with the current level of resources.

Extending the Universe

What would happen to our estimates for the universe of need if we were to extend the eligibility beyond the current narrowly focused target group and restricted geographic area? If we projected the universe of need for the whole city of Baltimore, instead of just within the limited boundaries of the Entitlement area, we would anticipate that the number of eligible youth would more than double, from 8,800 to roughly 19,000. If we went a step further and included youths aged 14 to 21 instead of 16 to 19, the population would double again from 19,000 to around 40,000. Finally, if we raised the maximum allowable family income from the current OMB poverty standard to 70 percent of the lower living standard (the current CETA economically disadvantaged standard), the universe of need would double again to include more than 80,000 youth.

> If we offered a job guarantee throughout the city of Baltimore to every youth 14 to 21 years old whose family had an income below 70 percent of the lower living standard, we would expect to have 80,000 eligible kids knocking on our doors.

The Job-Guarantee Costs

GAO and OMB may contend that most of the needy kids in our country are fully covered under current federal spending levels on employment programs; but our experience under the Entitlement program belies their contention. The cost of providing a part-time job to 80,000 needy youth in Baltimore would be about $175 million. Offering, in addition to a job, a minimum of supportive services and educational assistance would cost an additional $40 million.

A total cost of $215 million, just short of a quarter of a billion dollars, would meet the complete universe of job need in the city of Baltimore. Under all Titles of CETA in Baltimore, we spend about $30 million for youth annually. That includes Title II B, YCCIP, YETP, and Entitlement, the summer program and the Job Corps. We therefore have the capacity to meet only one-seventh of the true universe of need for youth of Baltimore. Stated differently, we have resources to help one in seven eligible youth.

Training and Supportive-Services Costs

Up to this point the discussion has focused on the cost of providing a job for all the needy youth in Baltimore. Providing jobs, however, is only the first step for building appropriate work behavior, by providing income to allow youth to stay in school and contribute productively to the economy. If, however, the objective of federal employment programs is to assist youth in successfully entering the private job market, much more needs to be done. We have found through experience that a job alone is not enough to take disadvantaged kids from a point well outside of the mainstream of the labor force and involve them directly in the mainstream. It takes remedial education, skill training, counseling, and in some cases, extensive supportive service.

Let's take, for example, the most severely disadvantaged youth: a 14-or 15-year-old dropout who is functionally illiterate, a parent and in constant trouble with the law, has no skills and limited motivation. What would it take to make this youth employable by the time he/she reaches adulthood?

We have found that it takes a developmental approach, i.e., providing a sequence of education, employment, and supportive services that are mutually reinforcing and complementary. It may well take seven years of continuous comprehensive services, beginning with several years of intensive remediation, to bring the youth to the level of functional literacy. This would be followed by preparation for a high school diploma, career exploration, skill training, and transition activities to prepare the youth for higher education or full-time employment. These youths may require continuous supportive services, counseling, assessment, transportation, and day-care services (since more than 20 percent of our youthful clients are parents themselves).

What would it cost to make this severely disadvantaged 14-year-old youth employable by age 21? A work experience alone for seven years would cost $27,000. Adding in the academic support needed to bring this youth to high school completion would increase the cost by $9,000. Counseling support over the seven-year period would add another $2,000; child-care services, an additional $6,500; and post-secondary skill training would add $3,000. Thus, the grand total to bring one severely disadvantaged youth into the mainstream of the labor market by age 21 could be as high as $47,000.

We know that it is not just the severely disadvantaged potential dropout who is suffering in the labor market. Our experience with graduates of our Summer Corps Program showed that fewer than 12 percent were employed three months later. This indicates that a short summer experience is not sufficient to affect the youth's access to opportunities in the labor market or their competitiveness for these opportunities. These disadvantaged youth who remain in school through graduation still need some level of service, though perhaps not as intensive, to prepare them for the transition to full-time employment after high school completion. Providing one youth in this category with work experience,administrative support, and transition services from the age of 14 to completion of school would cost $15,600.

The total cost for this comprehensive treatment to a cohort of disadvantaged adolescents through entry into the labor market in Baltimore would be $280 million over a seven-year period: $108 million to provide services to approximately 2,500 severely disadvantaged 14- and 15-year-old dropouts; $171 million for services to 13,000 disadvantaged in-school youth.

These estimates represent only one cohort of the population in need. The annual cost to provide this level of service, both jobs and training, to the whole universe of need is difficult to immediately assess, but it would exceed the original $215 million estimate that provides for jobs and limited support services only. To determine the total annual cost for comprehensive services in Baltimore--including skill training, child care, transition, and more intensive behavioral counseling--we conservatively estimate another $60 million. The real annual cost of meeting the universe of need (combining work, training, and intensive servides) in Baltimore might exceed $275 million. Compared to our current resources of about $30 million, we could address only one-ninth of the universe of need. ~~I'm sure the problem is the same in every central city in the country:~~ the need greatly outstrips the resources available to meet the demand.

New Legislative initiatives

Congressman Gus Hawkins has introduced a bill that would expand the Entitlement concept to all poverty areas in the nation. We support his proposal. To control costs, Mr. Hawkins has taken great care to identify both the neediest youth and the neediest areas. The proposed eligible population is limited to 16- to 19-year-olds with family incomes below the poverty level living in geographic areas with greater than 20 percent poverty. By controlling parameters used to determine the universe of need, the Hawkins proposal addresses two issues at once: it serves the neediest kids and areas and reduces the cost to practical levels.

Conclusions and Recommendations

Our cities are being cut in two directions. First, unemployment statistics, which channel federal resources, consistently undercount the number of job-less in cities. Our cities have the greatest concentration of the poor, welfare recipients, minorities, and the disadvantaged. It is specifically these groups that are often undercounted in employment statistics. It was noted earlier that these are the groups that are most likely to be among the discouraged who stop looking for work because their prospects are so dim and who, consequently, are never counted in unemployment statistics. Since much of the estimating procedure for calculating unemployment is based on Unemployment Insurance registrants, these statistics can be assumed to further undercount inner-city need.

But, second, unemployment counts are used for more than simply assessing needs. They are used to distribute federal employment and training funds. Using these adult unemployment figures to distribute federal resources for youth in effect diverts funds for employment programs from needy urban areas to less needy suburban areas. A brief example may illustrate. When we first received youth funds under YEDPA for six subdivisions within the Baltimore Consortium, we agreed to devise a youth-need funding formula to redistribute the resources within the Consortium. The youth-need index we developed relied on many of the same data sources used to estimate the size of the universe of need under the Entitlement--local dropout rates, youth in poverty, and so forth. Under our locally developed youth formula, one suburban county within the Consortium received an allocation that was about 14 percent of the money available for the whoe metro area. Had we used the straight share of unemployment method used to distribute that money nationally, actual need in this county would have been overestimated by more than 100 percent.

The combined impact on urban areas of using adult unemployment statistics to distribute federal youth-employment funds is significant. The figures seriously underestimate need in urban areas and then tend to target funds away from those urban areas in greatest need. The current systems are devastating to urban areas.

We cannot believe that the current federal effort meets the universe of need for youth. It certainly does not do so in Baltimore, and the same likely holds true for most cities. It is incumbent on us to ensure that Congress and federal policymakers understand the assumptions behind the currently popular needs assessment and understand why they are misleading and inaccurate.

Nationally, we should pursue an agenda that begins by looking at the experience of CETA prime sponsors that have operated Entitlement programs. Using that experience we can perhaps identify data sources, both statistical and administrative, that are better proxies for youth need than the current methodologies.

Next, the administration and Congress must begin to use new data sources and include these in funding formulae. Pursuing the two objectives would allow us to face the real magnitude of need and ensure that adequate resources are targeted to meet those areas with the greatest concentrations of need.

WORKPLACES & CLASSROOMS

Richard A. Graham
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Partnership for the 80's,
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PRACTICAL ALTERNATIVES FOR EDUCATING THE POOR: EDUCATION REMEDIES FOR YOUTH UNEMPLOYMENT

This paper presents the conclusions and some of the supporting evidence from a longer paper on this same subject.[1]

The kinds of alternative education described here could, if widely adopted, turn around the steadily worsening record of unemployment for poor minority youth. The present level of CETA funding for youth employment and training, if added to state and local funds for education, is not far from what is needed to provide all poor youths with work that would become an important part of their education. But work experience is not enough; it must be coupled with a substantially different, more expensive form of schooling that does more to teach responsibility. In the last two years the schools, abetted by the CETA system, appear to have made more progress in developing this kind of education than either the schools or CETA would have accomplished if acting independently.

These are the principal conclusions of the longer paper. They are based in part upon experience with the experimental in-school CETA youth programs that were assisted by Youthwork, Inc. in behalf of the Department of Labor.

THE PROBLEM

After fifteen years of Federal programs and billions of dollars, the problems of minority youth education and employment appear to be worse than before. This has occurred at a time when there has been substantial progress of the very kind sought by many of these Federal programs. Teenagers are staying in school longer. The differences between years of schooling for black youth and white youth are almost wiped out and, for the teenage children of the poor, blacks may now be getting more schooling than whites. As noted in Schooling and Work Among Youth From Low Income Households: A Baseline Report from the Entitlement Demonstration, "Black youths have the highest propensity to be enrolled in school, during the last 1977-1978 school year --- the white enrollment is fully 30 percentage points below that of blacks."[2]

But black teenagers don't seem to be getting more for their time nor for the money they are giving up by not working. The differences in academic achievement between black and white teenagers remain about what they were before the national programs for remedial and extended education began 15 years ago.[3] If the quality of schooling is measured by how much is learned per year of attendance, the quality of schooling for black youths has dropped. Still there is a major national effort to get black youth to stay in school or return to it, this in spite of the studies that show that little is gained by returning to the kind of school from which they have dropped out.[4]

The underlying problem appears to be a growing disparity in the overall education of black youth as compared to white and the recent increase in years of schooling has not been enough to overcome it. If the quality of education is judged by how well it prepares one for a full and useful life and, in the immediate, by how well it prepares one to go to work, then unless the growing disparities between employment for black youth and white can be attributed to other causes, the education of black youth has worsened.

The education of young people, according to James Coleman, consists in roughly equal parts of schooling, learning from peers and surroundings, and learning from family.[5] This was the conclusion he drew from the comprehensive study of American education he directed under the Civil Rights Act of 1964. A somewhat similar conclusion is reached by Herbert Parnes, the Director of the National Longitudinal Study of the backgrounds, education, and work histories of 10,000 youths who were 16 to 19 in 1967. In his judgement, "the clearest and most discouraging finding" from the study is that the surest way to eliminate the differences in the work histories of black and white youths would be to "eliminate the differences in the quality of home life."[6]

There is another alternative, that of alternative programs of schooling and work experience that not only provide better schooling but also do more to shape peer influence and to bolster the family or, in effect, to replace it.

CONCLUSIONS

The conclusions that are drawn from the material presented in the longer paper of this same title are these:

- The overall education, employability, and employment rates of poor minority youth, as compared to middle class youth, have continued to worsen over the past fifteen years.

- Racial discrimination may now be more concentrated on youth and youth jobs may have moved from where most minority youth live. But these do not appear to be major causes of the growing disparity between the employment rates and labor force participation of poor minority youth as compared to middle class youth.
- The principal reason for the growing disparity in youth employment is that the increase in years of schooling has not been enough to overcome a worsening in the effects of the other major components of education: home life, peers and the community at large.
- During the past fifteen years, alternative forms of education have been developed which combine schooling, responsible work experience and a kind of school family. Together these provide a supportive community whose values are consistent with society at large and conducive to employment. They include residential schools such as the Job Corps and "membership schools" which combine small size and individual attention with group expectations and support.
- Membership schools offer the greatest promise for improving the education of the poor. Membership schools include separately run special-purpose schools, schools-within-schools, career study centers, street academies, and pre-apprentice training programs. Their common feature is the ability to instill a

sense of belonging and, through it, of responsibility. They emphasize basic skills training and require their members to take on gradually increasing responsibility at the school and frequently in part-time work in the community as well. They are small enough for members to know one another and to take responsibility for one another. They are run by independent boards, community organizations, community colleges, labor organizations, and, most commonly, by the public school systems. They strive for the development of personal autonomy by means of an intermediate stage of personal development that depends upon membership in a group holding values consistent with doing well in a job and in society.

- These alternatives cost more; the residential schools $10,000 to $12,000 per participant year; the membership schools $2,500 to $7,000 per year as compared to $2,000 to $2,500 for most public high schools.
- Cost-benefit analyses indicate that the benefits of residential schools equal or slightly exceed their cost[7] and, by extension, the membership schools, because they appear to achieve comparable results at lower cost, are believed to produce higher benefit-cost ratios.[8]
- The designs of the alternatives appear to be replicable on a practical basis and without excessive start-up

costs. That is, participant selection, curriculum, administration and governance, personnel training, evaluation and the other components of a program appear to have been adequately designed.

- The most important features of a membership school are:

(1) Membership: There is a sense of belonging or of membership that requires agreed upon levels of performance of several kinds. Membership is voluntary but conditional upon performance. If a person does not measure up to standards set by the group, that person is voted out, usually with the option to apply for readmittance. A sense of membership usually depends upon small size, a source of pride and several other features described in the full report.

(2) Work Experience and Bridges to Society: There is a bridge between membership in the school and membership in society. The connection comes from working for a variety of employers, from public service with a number of agencies, or through affiliation with a labor organization.

(3) Responsibility: There are opportunities to take on new responsibilities for oneself and others, responsibilities that are manageable and rewarding.

(4) Expectations and Choices: There are options for personal choice -- on what to learn and what to do -- but these come second to well-defined expectations for all, in levels of basic skills, in levels of participation and cooperation.

(5) Rewards: There is a system of individual and group reward for good performance.

(6) Good Standing: There is emphasis on achieving "standing" or reputation, a concept that goes beyond earning a credential. It gets more at the things of importance to employers; a work history, creditable references, evidence of accomplishment in an internship, pre-apprentice training or a work-related hobby.

(7) Individual Attention: There is emphasis on getting to know one's needs -- physical, emotional and intellectual -- and responding to them. Partly it is an emphasis on making adult friends; teachers, coaches, counselors, employers or fellow employees at a work site; adults who can serve as a mentor or model. Though this is often the most telling part of education, in most schools, it is left to chance.

- The extra costs of these alternatives cannot as a rule be covered from state or local sources; the Federal Government must pay most of them.
- The CETA system is, or can become, an effective way to provide the Federal funds which, when added to state and local funds for education, will cover the extra costs of educating the poor.
- There are no basic impediments to collaboration between CETA and the state and local educational agencies. The two problems most frequently cited -- the award of academic credit and the targeting of resources on the poor -- can be solved if both CETA and the school systems will abide by present law. That is, if in the agreements between them there is a binding understanding that the schools will: (Sections of the CETA legislation, PL 95-524 are cited.)
    - award academic credit, in accordance with state and local policies, for what is learned from experience, not for experience itself, (Sec. 445(a) and (b);
    - make certain that what is learned through work experience -- and preparation for it -- is part of an individual educational plan that is developed by school authorities for each student, (Sec. 436(c)(4) and (6));

- use CETA funds as needed to compensate persons who, by school system standards, are competent to supervise programs of learning through work experience and preparation for it, (Sec. 436(c)(3)); and
- use CETA funds, as necessary, to pay costs of subsidized employment and the other extraordinary costs of educating the poor. Use CETA funds for other youths to cover the selection of work experience and reflection upon it, along with certain other services.

ALTERNATIVE EDUCATION FOR THE POOR: THE THREE FEATURES

The alternatives recommended here are in effect a second chance for youth who have reached their teens without a basic education. That is, they have neither the skills nor the self management needed for a reasonable chance of success -- at work or in society. This second chance departs from the usual sequence of learning. Instead of concurrently providing the foundations for a liberal education and for an occupation, the alternatives emphasize preparation for employment. They count on adult education to do the broadening later on.

These alternatives include the features that are associated with improving one's chances in the labor force.[9] They give greater emphasis to three features that appear to have particular importance in the education of the poor: membership schooling, work experience, and much greater opportunity for the critical incidents that affect one's life for the better.[10]

MEMBERSHIP SCHOOLS

Most of the education research in America has been unable to distinguish a good school from a bad school but a 1979 report on

England's schools, Fifteen Thousand Hours, concludes that the nature of its ethos* distinguishes a good school from a bad one.[11]

A school's ethos, the report noted, is influenced by the backgrounds of students but even when backgrounds are alike, some schools manage to create the ethos of a learning society while others do not. What's needed are the kinds of schools that provide a bridge between the ethos of street life and the ethos of mainstream life. A number of what could be called "membership schools" are doing just that. They provide a bolstering or a substitute for family support by means of what amounts to a "school family". They provide membership in a small society that serves as transition between membership in a family to membership in society at large. They recognize membership as the keystone to teenage motivation for success in the society at large. For, with few exception, teenage motivation is based on being liked by one's friends and is the percursor and complement to motivation that stems from mentors and models, from awakened interests, from a sense of how society works and a desire to make good in it. What seems indicated from descriptions of alternative programs of schooling and training[12] is that most distinguishing feature of a successful alternative school is the quality of membership it provides.

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* Ethos is defined as "fundamental character or spirit -- the underlying sentiment that informs the beliefs, customs and practices of a group or a society." The Random House Dictionary.

WORK EXPERIENCE

The underlying assumption of the Youth Employment and Demonstration Projects Act (now Title IV of the CETA Amendments of 1978) is that experience in a job leads to improved work attitudes and to greater employability and employment. The overall statistics bear this out.[13] But work experience doesn't necessarily create favorable attitudes towards work. Recent evidence makes clear that attitudes towards work depend in great part upon the nature of one's work experience and upon reflection about it.[14] Three separate ongoing studies are providing insights as to what features of work experience produce the kinds of learning that are looked for by teachers and by students themselves.[15] Taking on responsibility appears to be the key but the responsibility must be manageable and it must have an element of novelty -- it must entail responsibility of a new kind or of greater degree.[16]

CRITICAL INCIDENTS

Critical incidents probably account for much of the "luck and chance" that seems to have as much affect on what one makes of life as does education or training, IQ or family background, though each of these can make fortuitous incidents more likely to occur. Critical incidents are the events that, on looking back, can be seen to have changed the direction of one's life, incidents such as hooking up with a boss or teacher who takes particular interest in you or who has connections, being given new responsibilities, joining a new group, developing a new interest, finding a new faith.

A great handicap in the education of the poor is that they are deprived of the repeated opportunity that is afforded the well-to-do to forget past failures, to start over, to find new friends, to choose new surroundings, to be encouraged to find new interests, to make new work connections, to be protected from most of the consequences of their mistakes and through these, to develop a sense that they can prevail. Not so with the poor. Their out-of-school opportunity for new starts is usually far less; the consequences of their mistakes are usually far greater. Traditional schools seldom have the resources to make up for these differences. Membership schools -- through individual attention, group support, mentors and models at school and at work assignments, and more employment contacts -- greatly increase the opportunity for fortuitously critical incidents and substantially reduce the likelihood of ill effect from wrong turns.

THE EXTRA COSTS OF EDUCATING THE POOR

The cost of residential and membership schools are greater than for regular schools. It costs more to provide equal education for the poor.

The extra costs include:

Subsidized Work: Pay for part-time work is a feature of many residential and membership schools although in residential schools most of the pay is in the form of room and board.

Community: There are costs in creating and maintaining membership. It takes time, talk, and special events to develop group cohesiveness. Some kind of retreat or other getting-to-know-you event is generally needed once a year -- sometimes more. Regular meetings of the school community are needed to resolve disputes and to carry out legislative, administrative and judicial

WHO SHOULD PAY THE EXTRA COSTS OF EDUCATING THE POOR -- AND THROUGH WHAT SYSTEM?

CETA has been given the principal responsibility for bringing about improvement in the education of poor youth. It was thought in 1977 that the almost certain tension that would be created between the education establishment and the employment and training bureaucracies would have creative effect on both.[19] Several studies have tried to determine whether the well-documented tension has been more than offset by new-found collaboration and whether the tension will continue to be creative enough to make this delivery system a permanent feature of Federal aid to local programs of education.[20]

The conclusion drawn from most of these studies is that collaboration between CETA and the schools has greatly increased and would be still more productive if CETA did not so clearly have the upper hand in forging the required agreements between CETA prime sponsors and the educational agencies. A more equal partnership is recommended but CETA, as it stands, not only provides local authorities with funds that are needed to develop educational alternatives for the poor but also the option to choose between ways to achieve them. The secondary schools can provide the alternatives that they are equipped to offer and want to carry out. Community colleges, community and other organizations, both public and private, can provide alternatives not otherwise practical for the schools. If, as a condition for receiving CETA funds, the state and local educational agencies cover their normal share of the costs of secondary education, the CETA share should be enough to cover the extraordinary costs of alternative education for the poor. If several local institutions can vie for the funds to carry out these alternatives, the schools may find the tension is both creative and desireable. The schools should however be less encumbered by CETA regulations, should receive more assistance -- mostly through state educational agencies -- in making good use of CETA resources. The schools and CETA acting together can provide much of the remedy for the inequitable disparities in youth employment, a remedy that is practical educationally, administratively and politically.

1. Practical Alternatives for Educating the Poor: Education Remedies for Youth Unemployment, the report from which this summary is drawn, was prepared for Youthwork, Inc. 805 15th St., N.W., Wash., D.C. In addition to the material presented in this abreviated version, the full report cites, by project example, a number of problems and suggests some solutions in connection with the 1978-1979 procedures for administering CETA youth programs in the schools. A copy may be had by writing Youthwork.

2. Schooling and Work Among Youth From Low-Income Households: A Baseline Report From the Entitlement Demonstration, Manpower Demonstration Research Corporation, New York, N.Y., 1979.

3. The National Assessment of Educational Progress. The 1978 analysis of reading scores throughout America showed a reduction in disparities between the scores of nine and thirteen year old black children and their white counterparts. But this could be accounted for by the significant gains of black children just in the Southeast region of the United States. The gains in this region merely brought black children to the level of difference between black and white children that exist, and have existed, in the other regions. The reports on reduction in black-white disparities in mathematics for nine and thirteen year olds -- but not for seventeen year olds -- were noted in the press after this report was drafted.

5. James Coleman in an article in Integrated Education, circa 1959.

6. Herbert Parnes in a presentation made at the "Seminar on Youth and Work," sponsored by the National Council on Employment Policy, Washington, D.C., June 14, 1979.

7. Robert Taggart, The Assessment of Job Corps Performance and Impacts, The Office of Youth Programs, U.S. Department of Labor, 1979.

8. No cost-benefit studies, comparable to the Job Corps analyses reviewed by Taggart, have been found. The cost of alternative schools, as reported in "Financing Alternative Schools", Section VII of Alternative Education: A Sourcebook for Parents, Teachers and Administrators, Mario D. Fantini, Editor, generally does not include the value of facilities in "unoccupied classrooms" nor items for which special funds are raised. It seldom includes costs of fund raising; sometimes omits the cost of services provided under Federal programs. But analyses of the budget of exemplary in-school

programs funded by Youthwork, Inc. in 1978-1979 permit an estimate of average costs and the records of schools such as the Career Study Center in St. Paul suggest that benefits are comparable to those of a Job Corps Center. Rigorous cost-benefit studies of several membership school designs are needed.

9. See in particular, Regis Walther, Analysis and Synthesis of D.O.L. Experience in Youth Transition to Work Programs. Walther concluded from his examination of 73 studies of manpower and training programs that "better labor market performance was associated with a warm supportive home atmosphere," was associated with having been accepted and gained recognition in school, with having found self esteem from occupational or educational achievement, with having admired someone with "mainstream" values, and with having had an enjoyable job in the course of the school years.

10. Christopher Jencks, et al, in Inequality: A Reassessment of the Effect of Family and Schooling in America, found that a persons background and education could not adequately account for subsequent job status and income; luck and chance seemed to have comparable effect. In Who Gets Ahead? -- The Determinants of Economic Success in America, a later analysis by Jencks and associates, luck and chance themselves seem closely associated with one's background. But the personal histories of persons who rise above humble beginnings and the records of outstanding schools suggest that the association between "luck and chance" and one's background is not inherent, only a function of the norms of American society. There hasn't been a study to prove it but a lot of evidence to suggest that alternative forms of education can do more to contrive, for persons of less fortunate backgrounds, the incidents that, on looking back, seem to have brought great luck and chance.

11. Michael Rutter, et al, Fifteen Thousand Hours: Secondary Schools and Their Effects on Children, Harvard University Press, Cambridge, Mass., 1979.

12. See in particular Edwin Fenton, A Report on the Civic Education Schools, the Education Center, Carnegie Mellon University, 1976; Elsa Wasserman, unpublished dissertation, The Harvard Graduate School of Education, 1977; and Fantini's Alternative Education.

13. Adele Harrell and Philip Wirtz, Educational Antecedents to Youth Employment, Social Research Group, The George Washington University, Washington, D.C., 1979.

14. Ellen Greenberger and Larry Steinberg, University of California, Irvine, in a progress report made to the National Institute of Education in April, 1979. A report on this study of work experience and attitudes will be published later in 1979.

15. Diane Hedin and Dan Conrad, Student Perceptions of Psychological, Social and Cognitive Growth, Center for Youth Development and Research, University of Minnesota, St. Paul, April, 1979.
Harry Silberman and Sally Hamlin, A Social Learning Interpretation of Community Learning Activities, Center for the Study of Evaluation, UC.A, April, 1979.
Thomas R. Owens and Sharon Owen, Investigating Student Perceptions of Essential Elements of Experiential Education, The Northwest Regional Laboratory, Portland, Oregon, 1979.

16. Richard Graham, Youth and Experiential Learning in Youth: The Seventy Fourth Yearbook of the National Society for the Study of Education, University of Chicago Press, 1975.

17. See especially, Elsa Wasserman. Also, Allan Glatthorn, "Decision Making in Alternative Schools", in Fantini, p. 215.

18. Jack Wuest, Alternative School Network Administrative Costs for Youth Operated Projects, an unpublished report to Youthwork, Inc., Sept., 1979.

19. Richard Johnson and William Spring, co-drafters of the Youth Employment and Demonstration Projects Act of 1977, in conversations.

20. See especially Joseph Colmen and Gregory Wurzburg, Involving Schools in Employment and Training Programs, The National Council on Employment Policy, Washington, D.C., 1979.

COMMUNITY-BASED POLICY POSITION AND RECOMMENDATION TO THE PRESIDENT'S TASK FORCE ON YOUTH EMPLOYMENT

Mr. Chairman, since the 1960's, citizens' groups have been involved in working in local communities to bring about positive change for the constituencies that they are mandated to serve. In this regard, we have fought to seek redevelopment. We have been at the cutting edge agitating and mobilizing resources to change the direction that this country takes with respect to its disadvantaged. Citizens' groups, which include families and youth, i.e. Community-Based Organizations, must have an active role in the setting up of national and local priorities with respect to the substance, methodology, resource allocation and implementation for youth employment, training, and educational program

In this regard, we recognize the legitimacy of the presence of other actors in the policy formulation process involving youth, such as educators, administrators, unions, private businesses, and local units of government. As such, we support the idea that we must have new partnerships which involve all of the above. Yet, we are adamant that citizens' groups (CBOs) be included as full and equal partners in the policy formulation process as previously stated.

We affirm the right of citizens to help themselves. As such, we recognize the need to continue and expand youth employment, training, and educational programs to be operated directly by CBOs. In this regard, Community-Based Organizations must have the right to design their programs.

It is for this reason that we want to take this occasion to make sure that this conference gives full recognition to CBOs and our right to participate in youth employment, training, and educational programs. Therefore, we offer the following policy recommendations:

- That the CBOs would support collaboration and cooperation with local school boards and local school districts for the improvement of the quality of education of the schools in the district.
- That CBOs be included as a crucial provider of CETA services especially those related to youth through all titles of CETA.
- That CBOs have the right to determine its own criteria for those persons who shall be hired to staff the CBO programs for YEDPA (Youth Employment Demonstration Employment Act).
- That we oppose any resolution that would in effect give the school board the power of signing off on any CETA funds on educational training.
- That we oppose the resolution requiring CBOs' personnel to have the same credentials as local education staff.
- That we support the 1977 CETA regulations that established CBOs as critical partners in the policy formulation and program providers for youth employment and training programs. We wish to advise this conference that we did not come to our basic policy decision hesitantly but rather engaged in deliberations on Thursday, September 27, 1979 with 22 representatives of organizations, local and national, that could be commonly termed citizens' and/or CBOs. The organizations include:

Neighborhood Center--Day Care Association
National Youth Work Alliance
National Council of La Raza
SER-Jobs for Progress, Inc.
Cities-In-Schools
WHCAC
Greater Hempden Task Force On Youth
North Central Youth Service Bureau
Urban Initiatives
Alternative Schools Network
Casa Del Sol
National Urban Indian Council
Association for the Advancement of Mexican Americans
Open Road
U. S. Student Association
Georgetown University--Sociology Department
National League of Cities
Center for Independent Living

Institute of New Cinema Artists, Icn.
Puerto Rican Youth Public Policy Institute
San Bernadino West Side Com. Develop. Corp.
T.W.O.
Coil Prep
OBECA/Arriba Juntos

We reaffirm the need for a national coalition for CBOs such as that developed during the Little Rock Youth Conference and as such have authorized the formulation of an organizaing committee. In conclusion, we seek only equality and the right to include the citizens that are to be affected by and through the youth programs in the process for program development and program implementation. We extend our thanks in partnership with others who feel that the business of educating and training our young people is everybody's business including CBOs.

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SYMPOSIUM SUMMARY

SESSION: I - Youth:
Their Problems and Their Promise

SYMPOSIUM: I.1 - Developmental Needs of Youth

DESCRIPTION: The symposium will discuss the intellectual and developmental needs of youth and how these attributes should influence the types of programs and policies that are adopted. The session will focus primarily on youth 14-21 years old.

MODERATOR:
Diane Hedin, Associate Director
Center for Youth Development and Research
48 McNeal Hall, 1985 Buford
University of Minnesota
St. Paul, Minnesota 55108
612 - 376-7624

PANELISTS:

Kenneth Libertoff, Clinical Psychologist
R.D. #1
Gould Hill Road
Montpelier, Vermont 05602
802 - 223-2168

Mary Jane Palomaki
National Education Association
508 Hildebitle Road
Collegeville, Pennsylvania 19426
215 - 356-1645

Patrick Moore, Director
Mid-Williamette Valley Manpower Consortium
1600 State Street
Salem, Oregon 97301
503 - 588-6326

STARTER QUESTIONS:

(a) What do the differences in the development across the eight-year age span from 14-21 imply for appropriate policy? Should there be different strategies for younger youth than there are for older youth?

(b) Are there particular developmental needs for minority and disadvantaged youth which require special attention?

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SYMPOSIUM SUMMARY

SESSION: I - Youth:
Their Problems and Their Promise

SYMPOSIUM: I.2 - Discrimination

DESCRIPTION: Some argue that the high unemployment rate among minority youth reflects discrimination and unequal treatment in both school and workplaces. This symposium will focus on the strategies and programs needed to help minority youth overcome barriers to employment.

MODERATOR: Gwen Mikell Remy
Georgetown University and Council
for Greater City Schools
2480 16th Street, Northwest
Apartment 703
Washington, D.C. 20009
202 - 234-4238

PANELISTS:

Meldon S. Hollis, Special Assistant to
the Assistant Secretary for Education
310 G Hubert Humphrey Building
200 Independence Avenue, Southwest
Washington, D.C. 20201
202 - 245-6655

Charles Warfield, Director
of Operations - Push Excel
930 East 50th Street
Chicago, Illinois 60615
312 - 373-3366

STARTER QUESTIONS:

(a) Can the higher rate of black and Hispanic unemployment among youth be attributed largely to discrimination on the part of employers? Other institutions?

(b) What kinds of programs seem to work best in breaking down the discriminatory barriers which do exist?

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SYMPOSIUM SUMMARY

SESSION: I - Youth:
Their Problems and Their Promise

SYMPOSIUM: I.3 - High Risk Youth

DESCRIPTION: This symposium will focus on strategies for addressing the needs of high risk youth, including youth offenders and status offenders.

MODERATOR:
Peter Edelman, Esquire
Foley, Lardner, Hollabaugh and Jacobs
1775 Pennsylvania Avenue, Northwest
Washington, D.C. 20006
202 - 862-5300

PANELISTS:

William Modzeleski, Acting Chief of Technical Assistance Section
United States Department of Justice
Office of Juvenile Justice and Delinquency Prevention
633 Indiana Avenue
Washington, D.C. 20531
202 - 724-7772

James Turanski, Executive Director
The Door - A Center of Alternatives
618 Avenue of the Americas
New York, New York 10011
212 - 691-6161

STARTER QUESTIONS:

(a) Since minority, disadvantaged youth have problems entering the world of work, what are the effects of additional barriers such as court record, educational or developmental handicaps, and youthful parenthood?

(b) LEAA, YEDPA, and a number of public school systems have launched innovations to address this problem. What are some that have worked? What principles can be learned from them?

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SYMPOSIUM SUMMARY

SESSION: I - Youth:
Their Problems and Their Promise

SYMPOSIUM: I.4 - Adolescent Parents

DESCRIPTION: Increased responsibilities, combined with personal and social problems, make it extremely difficult for the adolescent parent to successfully complete school or participate effectively in the world of work. This symposium will focus on these problems and programs that have helped adolescent parents overcome these barriers.

MODERATOR:
Lula Mae Nix, Director
Office of Adolescent Pregnancy Programs
Room 725H, Humphrey Building
200 Independence Avenue, Southwest
Washington, D.C. 20201
202 - 472-9093

PANELISTS:

Rhonda Einhorn, Legislative Assistant
Office of Senator Metzenbaum
Russell 347
Washington, D.C. 20510
202 - 224-8983

Lois White, Principal
Laurence G. Paquin School
2200 Sinclair Lane
Baltimore, Maryland 21213
301 - 396-9398

STARTER QUESTIONS:

(a) What goes on in the life of a young person when he/she is suddenly a parent? What effects does the new status have on his/her life?

(b) What programs have been successful in preparing young people for parenthood?

(c) What kinds of support are necessary to provide a successful employment or employment preparative experience for young parents?

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SYMPOSIUM SUMMARY

SESSION: I - Youth:
Their Problems and Their Promise

SYMPOSIUM: I.5 - Rural Youth

DESCRIPTION: With limited local job opportunities and experiences, rural youth have a particularly difficult time securing employment. In addition, because of the generally low density of population, institutions serving youth are widely scattered, creating special coordination and logistical problems. This symposium will focus on programs and strategies that have helped rural youth overcome these barriers.

MODERATOR:
Larry Buboltz, Director
Rural Minnesota CEP, Incorporated
819 Lincoln Avenue
Detroit Lakes, Minnesota 56501
218 - 847-9205

PANELISTS:

Rufus Abernethy
c/o Maryland State Teachers Association
344 North Charles Street
Baltimore, Maryland 21201
301 - 727-7676

Robert Landman, Assistant Director
Office of Policy, Planning
and Evaluation
Community Services Administration
Brown Building, Room 548
1200 Nineteenth Street, Northwest
Washington, D.C. 20506
202 - 632-6630

William Newman, Director
of Planning and Evaluation
Migrant and Seasonal Farmworkers
Association
Post Office Box 33315
Raleigh, North Carolina
919 - 362-7631

STARTER QUESTIONS:

(a) Are rural youth different? Is the "youth culture" which characterizes youthful urban society shared by rural youth?

(b) What barriers to education and employment are unique to rural youth?

(c) Can we generalize about the best means to serve rural youth? What elements do successful programs have in common?

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SYMPOSIUM SUMMARY

SESSION: I - Youth:
Their Problems and Their Promise

SYMPOSIUM: I.6 - Inner City Youth

DESCRIPTION: Enormous barriers face urban youth as they strive to complete school and successfully make the transition to work. Often faced with limited resources, the urban institutions have not been able to provide sufficient services for these youth. This symposium will focus on the needs of the inner city youth and the programs that have experienced success in serving them.

MODERATOR:
Kathlyn Moses, Director
of Urban Education Staff
USOE, FOB6
Room 4133
Washington, D.C.
202 - 245-7852

PANELISTS:

Oralia Mendez, Project Director
SER/Jobs for Progress
4921 San Francisco Boulevard
Sacramento, California 95280
916 - 452-3642

Santee C. Ruffin, Director
Urban Services
1904 Association Drive
National Association of
Secondary School Principals
Reston, Virginia 22097
703 - 860-0200

Phyllis Williams, Chief Manpower
Planner
Mayor's Office of Manpower
180 North LaSalle Street
Suite 800
Chicago, Illinois 60602
312 - 744-5882

STARTER QUESTIONS:

(a) How different are the problems of inner city youth from the general, social problems of the urban disadvantaged? Is there really a distinct "youth culture"?

(b) What special barriers to educational attainment and employment do inner city youth face?

(c) What programs show promise of reaching and serving inner city youth most successfully? What have we learned about how to make an effective urban school? An effective employment program?

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SYMPOSIUM SUMMARY

SESSION: I - Youth:
Their Problems and Their Promise

SYMPOSIUM: I.7 - Bilingual and Bicultural Programs

DESCRIPTION: Youth for whom English is a second language often need special services to succeed in school and to make the successful transition to work. This symposium will focus on programs and strategies that have helped these youth overcome language barriers.

MODERATOR: Josue Gonzales, Director of Bilingual Education
Reporters Building
400 Maryland Avenue
Washington, D.C. 20202
202 - 484-0711

PANELISTS:

Juan D. Solis, Director
National Center for the Development of Bilingual Curricula
11122 Cortillion Drive
Dallas, Texas 75228
214 - 742-5991

Raymond Valdivesco, Director
Aspira
1625 I Street, Northwest
Washington, D.C. 20006
202 - 342-9170

STARTER QUESTIONS:

(a) If a lack of basic educational skills is a general problem for youth coming out of school, what are the special problems of Hispanic and other linguistic-minority youth?

(b) Has the past decade's national experience in bilingual education proven helpful? Is the commitment still there?

(c) What specially-focused employment and training programs have been most successful? What are the common elements that contribute to program success and how can they be replicated in the future?

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SYMPOSIUM SUMMARY

SESSION: I - Youth:
Their Problems and Their Promise

SYMPOSIUM: I.8 - The Demographics of Youth

DESCRIPTION: This symposium will focus on the projected changing demographics of youth from 1979-1989 and the extent to which these changes may influence the partnership between classrooms and workplaces.

MODERATOR:
Joel Lee, Special Assistant for Legislative Affairs
Mayor's Office of Manpower Resources
701 St. Paul Street
Baltimore, Maryland 21202
301 - 396-1910

PANELISTS:

Gibert Cardenas, Regional Economist
Southwest Border Regional Commission
1111 Twentieth Street, Northwest
Washington, D.C. 20036
202 - 634-3917

David Swinton, Senior Research Associate
The Urban Institute
2100 M Street, Northwest
Washington, D.C. 20037
202 - 223-1950

STARTER QUESTIONS:

(a) Is youth unemployment simply a product of the baby boom? Will it go away by itself if the numbers go down? If they go down overall, how are particular populations (blacks, hispanic, inner city youth, etc.) affected?

(b) What are the projected changes for the decade ahead? Is the size of some groups growing while others decline?

(c) What are the implications of changing demographics on institutions such as schools and the marketplace?

SYMPOSIUM SUMMARY

SESSION: I - Youth:
Their Problems and Their Promise

SYMPOSIUM: I.9 - Basic Skills in Education and in Work

DESCRIPTION: Both educators and employers cite the necessity of basic skills, not only for securing employment, but for survival in today's society. This symposium will focus on the importance of basic skills and institutional responsibility for teaching them.

MODERATOR:
Barbara Jackson, Dean
School of Education
Morgan State University
Baltimore, Maryland 21218
301 - 444-3385

PANELISTS:
Antonia Cortese, Vice President
AFT
New York State United Teachers
Association
80 Wolf Road
Albany, New York 12205
518 - 459-5400

STARTER QUESTIONS:

(a) Is there a common definition of "basic skills"? Are "employability skills" included in the definition? Is a lack in basic skills a problem for graduates, as well as high school dropouts? Is this the fundamental problem facing educators and employers alike?

(b) Who should be teaching basic skills? What have we learned about effective methods for instruction?

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SYMPOSIUM SUMMARY

SESSION: I - Youth:
Their Problems and Their Promise

SYMPOSIUM: I.10 - Employability

DESCRIPTION: The purpose of this symposium will be to define employability and examine the factors in classrooms and workplaces that assist youth in becoming employable.

MODERATOR:
Rosalie Tyron, Executive Director
Advocap
174 West Division Street
Fon-du-lac, Wisconsin 54935
414 - 922-7760

PANELISTS:

Arlene Reed-Delaney
524 Madison Avenue
Albany, New York 12208
313 - 463-6136

Jennifer Sheffield
Lineagraph Corporation
3518 Travis - Suite 110
Houston, Texas 77002
713 - 524-0147

STARTER QUESTIONS:

(a) What does employability mean? Can someone be "unemployable"?

(b) What are employers looking for when hiring for entry-level or other jobs that young people might be applying for?

(c) What can (or should) the schools do to enhance employability among their graduates? Employers? The CETA system?

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SYMPOSIUM SUMMARY

SESSION: I - Youth:
Their Problems and Their Promise

SYMPOSIUM: I.11 - Changing Nature of the Workplaces

DESCRIPTION: The labor market is consistently changing, placing new demands on youth and the institutions that serve them. This symposium will focus on these changes and their effects on schools and the employment and training system.

MODERATOR:
John Coleman, President
Edna McConnell Clark Foundation
250 Park Avenue, Room 900
New York, New York 10017
212 - 986-7050

PANELISTS:

Anthony Harrison
Exacta Services
Fourth Avenue North
Birmingham, Alabama
205 - 324-1563

Mark Roberts, Economist
AFL-CIO
815 Sixteenth Street, Northwest
Washington, D-C. 20006
202 - 637-5171

STARTER QUESTIONS:

(a) Can we be sure we are preparing young people for the workplaces they will actually confront? If we know what the workplace is like now, how will it change in the next decade? What are the affects of technology? Of collective bargaining agreements?

(b) How can we design an "employee-preparation system" which reacts and adapts appropriately to a changing labor market?

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SESSION II: The Role of Institutions

While there is general agreement that much needs to be done to meet the employment and educational needs of youth, particularly the minority and disadvantaged, there is considerable debate about what services are necessary, what institutions should provide those services and what the various levels government can and should do to encourage and support those services. Each of the concurrent Thursday afternoon panels will discuss the following list of questions designed to explore these policy issues.

SYMPOSIUM DISCUSSION QUESTIONS:

Fed. policy!

1. Collaborative Incentives at the National Level: From a national level, how can we best promote coordination between the educational community and the CETA system?

    (a) Is forced compliance and coordination the best avenue? Is the 22% set-aside for LEA's under CETA an effective mechanism to promote coordination? Should this mandated coordination include a similar responsibility for LEA's.

    (b) Should incentive funding be available to both CETA prime sponsors and local school systems who jointly plan for youth services? Is this the most effective way to promote coordination?

    (c) Does mandatory mutual approval of program plans between CETA and local school systems significantly promote coordination? Should CETA sign-off on LEA plans? Should LEA sign-off on CETA plans?

    (d) How can we compensate for the differences in planning and funding cycles between the prime sponsors and LEAs? Are legislative changes needed? Are integrated grants feasible?

2. Institutional Collaboration at the Local Level: At the local level, how should the delivery system be organized? Should the manpower and education system relate in a collaborative, integrated manner with joint programming or should we encourage defined, non-overlapping roles?

    (a) Who should have institutional responsibility for dropouts or those graduates with less-than-acceptable basic skills?

    (b) Do legislative and philosophical differences between CETA and the educational system inhibit full scale collaboration? Do school systems see employability development as a prime role for themselves?

    (c) Does targeting under CETA run counter to equity principles within the educational system?

    (d) Do we prematurely force career choice in youth by requiring them to select occupational training preferences too early? Who should be responsible for occupational training (education, CETA, private employers) and how do we promote the broadest possible range of career opportunities for youth?

(e) Can the private sector encourage coordination? Can the local Private Industry Council under CETA have an effective role in encouraging coordination? Do local education advisory councils have a role?

3. The School to Work Transition: What are the most effective ways of enhancing the school to work transition and encouraging the private sector to hire youth, particularly disadvantaged youth?

(a) Should the private sector play an active role in the employability development of youth? What do they have to gain by doing so? What role should they play?

(b) What does the private sector want from an employability development system for youth? Fully trained workers? Youth with basic cognitive skills and a willingness to work and learn?

(c) Are financial incentives for hiring important to the private sector? e.g., Targeted Jobs Tax Credit? on-the-job training? work-study? Would a sub-minimum wage for youth be a stong incentive?

(d) Can the private sector, with or without incentives, provide enough employment opportunities for youth? Is there a need for federally supported public jobs creation for youth? If so, is this a temporary need caused by a demographic bulge or a permanent problem created by structural shifts in the economy?

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SESSION: II - The Role of Institutions

YMPOSIUM II.1

SYMPOSIUM PANELISTS

MODERATOR:

Anthony Carnevale
1625 L. Street N.W.
Washington, DC 20036
202 - 234-5786

PRIME SPONSOR PERSPECTIVE:

Billy Don Everett, Executive Director
Central Texas Manpower Consortium
P.O. Box 727
San Saba, Texas 76877
915 - 372-5136

EDUCATIONAL PERSPECTIVE:

J. Walter Potter, Principal
Aberdeen Senior High School
Paradise Road
Aberdeen, Maryland 21001
301 - 272-7600

PRIVATE SECTOR PERSPECTIVE:

Robert J. Lohr, Assistant Manager
Human Resources
Bethlehem Steel Corporation
Martin Tower
Bethlehem, Pennsylvania 18015
212 - 694-3934

COMMUNITY BASED ORGANIZATION PERSPECTIVE:

Carol Gibson, Director of Education
National Urban League of New York City
500 East 62nd Street
New York, New York 10017
212 - 644-6500

YOUTH PERSPECTIVE:

Tyrone Carter
1929 West Mulberry Street
Baltimore, Maryland 21223
301 - 945-9396

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SESSION: II - The Role of Institutions

SYMPOSIUM II.2

SYMPOSIUM PANELISTS

MODERATOR:

Nathaniel Semple, Senior Legislative Associate
House Committee of Education & Labor
1040 LHQB
Washington, DC 20515
202 - 655-4000

PRIME SPONSOR PERSPECTIVE:

Lee Pasquarella, Director
King/Snohomish Manpower Consortium
1811 Smith Tower Building
Seattle, Washington 98104
206 - 625-4767

EDUCATIONAL PERSPECTIVE:

Thomas A. Shannon, Executive Director
National School Boards Association
1055 Thomas Jefferson Street N.W.
Suite 60
Washington, DC 20007
202 - 337-7666

PRIVATE SECTOR PERSPECTIVE:

David Mahoney, Chairman
Norton Simon, Inc.
277 Park Avenue
New York City, New York 10017
212 - 832-1000

COMMUNITY BASED ORGANIZATION PERSPECTIVE:

Anthony Gomez, Administrator
Division of Youth Programs
SER/Jobs For Progress
National Press Building
529 14th Street N.W.
Washington, DC 20045
202 - 638-5373

YOUTH PERSPECTIVE:

Anita Sullivan
2431 Lauretta Avenue
Baltimore, Maryland 21223
301 - 233-8085

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SESSION: II - The Role of Institutions

SYMPOSIUM II.3

SYMPOSIUM PANELISTS

MODERATOR:

George Autrey, President
MDC
P.O. Box 1057
Chapel Hill, North Carolina 29622
919 - 968-4531

PRIME SPONSOR PERSPECTIVE:

Charles Tetro, CETA Director
Penobscot Consortium Training & Employment Administration
P.O. Box 1136
333 Illinois Avenue
Bangor, Maine 04401
207 - 945-9431

EDUCATIONAL PERSPECTIVE:

Margaret S. Buvinger, Immediate Past President
National School Board Association
1502 Ramona Drive
Enid, Oklahoma 73701
405 - 237-5888 or 202 - 337-7666

PRIVATE SECTOR PERSPECTIVE:

Thomas Bradley, President
Metropolitan Baltimore Council
AFL-CIO Unions
2701 West Patapsco Avenue
Suite 110
Baltimore, Maryland 21230
301 - 242-1300

COMMUNITY BASED ORGANIZATION PERSPECTIVE:

Raul Yzaguierre, National Director
National Council of La Raza
1725 Eye Street, N.W.
Suite 210
Washington, DC 20006
202 - 659-1251

YOUTH PERSPECTIVE:

Anne Eppers
3614 Parkdale Avenue
Baltimore, Maryland 21211
301 - 462-6236

SESSION: II - The Role of Institutions

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YMPOSIUM II.4

SYMPOSIUM PANELISTS

MODERATOR:

Jon Weintraub, Associate Director
National Association of Counties
5th Floor
1725 New York Avenue N. W.
Washington, DC 20006
202 - 785-9577

PRIME SPONSOR PERSPECTIVE:

Marion W. Pines, Director
Mayor's Office of Manpower Resources
701 St. Paul Street
Suite 500
Baltimore, Maryland 21202
301 - 396-1910

EDUCATIONAL PERSPECTIVE:

Eugenia Kemble, Special Assistant to the President
American Federation of Teachers
11 Dupont Circle N.W.
Washington, DC 20036
202 - 797-4485

PRIVATE SECTOR PERSPECTIVE:

Alan Kistler, Director of Organization & Field Service
AFL-CIO
815 16th Street N.W.
Washington, DC 20006
202 - 637-5280

COMMUNITY BASED ORGANIZATION PERSPECTIVE:

Margaret Lane, Director
Education Services
Baltimore Urban League
1150 Mondawmin Concourse
Baltimore, Maryland 21215
301 - 523-8150

YOUTH PERSPECTIVE:

Debra Mack
2402 Barclay Street
Baltimore, Maryland 21218
301 - 889-8529

SESSION: II - The Role of Institutions

YMPOSIUM II.5

SYMPOSIUM PANELISTS

MODERATOR:

Harriet Bernstein, Acting Director
Eduational Staff Seminar
Institute for Educational Leadership
1001 Connecticut Avenue
Washington, DC 20036
202 - 676-5900

PRIME SPONSOR PERSPECTIVE:

Carlos Duran, Operations Manager
OCETA
505 Marquette N.W.
Lower Lobby
Alburquerque, New Mexico 87103
505 - 766-7204

EDUCATIONAL PERSPECTIVE:

Thomas Y. Hobart, Jr., Vice President
AFT
80 Wolf Road
Albany, New York 12205

PRIVATE SECTOR PERSPECTIVE:

Richard W. Arnold
Educational Relations - A, T & T
195 Broadway - HET
New York, New York 10007
212 - 393-6331

COMMUNITY BASED ORGANIZATION PERSPECTIVE:

Charles Bremer, National Director
A. Phillip Randolph Education Fund
260 Park Avenue South
New York, New York 10010
212 - 533-2307

YOUTH PERSPECTIVE:

Vanessa Muller
21 N. Ellamont Street
Baltimore, Maryland 21229

WORKPLACES
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SESSION: II - The Role of Institutions

SYMPOSIUM II.6

SYMPOSIUM PANELISTS

MODERATOR:

James O'Connell, Chief Legislative Assistant
Office of Senator Javits
321 RSOB
Washington, DC 20510
202 - 224-8358

PRIME SPONSOR PERSPECTIVE:

Patricia Bambery, CETA Coordinator
Washtenaw County
212 S. Fourth Street
2nd Floor
Ann Arbor, Michigan 48108
313 -994-1640

EDUCATIONAL PERSPECTIVE:

John Crew, Superintendent
Baltimore City Department of Education
3 East 25th Street
Baltimore, Maryland 21218
301 - 396-6863

PRIVATE SECTOR PERSPECTIVE:

Robert Jones, Director
Personnel Programs Services
General Motors Corporation
3044 West Grand Blvd.
Detroit, Michigan 48202
313 - 556-3192

COMMUNITY BASED ORGANIZATION PERSPECTIVE:

Mark Thennes, Executive Director
National Youth Work Alliance
1346 Connecticut Avenue N.W.
Washington, DC 20036
202 - 785-0764

YOUTH PERSPECTIVE:

Roland Rubia
4811 Gwynn Oak Avenue
Baltimore, Maryland 21207
301 - 448-4770

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SESSION: II - The Role of Institutions

SYMPOSIUM II.7

SYMPOSIUM PANELISTS

MODERATOR:

Robert Penn, Vice President
Operations Management
MDRC
3 Park Avenue
New York, New York 10016
212 - 532-3200

PRIME SPONSOR PERSPECTIVE:

Jud Whyte, CETA Director
City of Humboldt
930 6th Street
Eureka, California 95501
707 - 445-7622

EDUCATIONAL PERSPECTIVE:

Doris Coaxum
Charleston County Education Association
123 Meetin Street
Charleston, South Carolina 29204
803 - 723-9706

PRIVATE SECTOR PERSPECTIVE:

Michael Collins, Assistant to the Director
Department of Education
Union of Operating Engineers
1125 Seventeenth Street N.W.
Washington, DC 20236
202 - 347-8560

COMMUNITY BASED ORGANIZATION PERSPECTIVE:

Jeffrey Newman, Director
National Child Labor Committee
1501 Broadway
Room 111
New York, New York 10016
212 - 840-1801

YOUTH PERSPECTIVE:

Charles Lightfoot
9390 Indian Camp Road
Columbia, Maryland 21045
301 - 997-5275

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SESSION: II - The Role of Institutions

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SYMPOSIUM II.8 SYMPOSIUM PANELISTS

MODERATOR:	Isabel Sawhill, Executive Director National Commission of Employment Policy 1522 K Street N.W. Suite 300 Washington, DC 20005 202 - 725-1545
PRIME SPONSOR PERSPECTIVE:	Leo Turner, Manpower Director Office of Employment and Training 222 St. Louis Street Suite 330 Governmental Building Baton Rouge, Louisiana 70801 504 - 389-3077
EDUCATIONAL PERSPECTIVE:	Michael Timpane, Acting Director National Institute of Education 1200 19th Street N.W. Room 722 Washington, DC 20208
PRIVATE SECTOR PERSPECTIVE:	Dorothy Shields, Assistant to the Director AFL-CIO - Department of Education 851 16th Street, N.W. Washington, DC 20007 202 - 637-5148
COMMUNITY BASED ORGANIZATION PERSPECTIVE:	Jodi Landers, Executive Director HARBEL 5807 Harford Road Baltimore, Maryland 21214 301 - 426-5650
YOUTH PERSPECTIVE:	Cauries Adams 221 N. Fremont Avenue Baltimore, Maryland 21223 301 - 225-0795 or 485-8318

124.

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SESSION: II - The Role of Institutions

SYMPOSIUM II.9

SYMPOSIUM PANELISTS

MODERATOR:

Trey Coleman, Youth Specialist
U.S. Conference of Mayors'
1620 Eye Street
Washington, DC
202 - 293-7300

PRIME SPONSOR PERSPECTIVE:

Aaron Turpeau, Manpower Planning Director
98 Mitchell Street
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Atlanta, Georgia 30303
404 - 658-6117

EDUCATIONAL PERSPECTIVE:

Bernard Freitag, Vice President
National Education Association
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PRIVATE SECTOR PERSPECTIVE:

Thomas Chappelear
General Motors Acceptance Corporation
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803 - 269-5239

COMMUNITY BASED ORGANIZATION PERSPECTIVE:

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SER/Jobs for Progress
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202 - 638-0348

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John Drew
569 Presstman St.
Baltimore, Maryland 21223
301 - 523-8423

SESSION: II - The Role of Institutions

YMPOSIUM II.10

SYMPOSIUM PANELISTS

MODERATOR:	Susan Grayson, Staff Director House Subcommittee on Employment Opportunities Room B346a, RHOB Washington, DC 20515 202 - 225-1927
PRIME SPONSOR PERSPECTIVE:	Steve Arcelona, Operations Supervisor Office - Employment 1449 Mission Street San Francisco, California 94103 415 - 334-4352
EDUCATIONAL PERSPECTIVE:	Richard Deasy, Assistant State Superintendent Division of Instruction P.O. Box 8717 BWI Airport Baltimore, Maryland 21240 301 - 796-8300, ext. 510
PRIVATE SECTOR PERSPECTIVE:	Louis Smerling, Chairman of the Board Fischer Nut Company 5251 West 73rd Street Minneapolis, Minnesota 55435 612 - 831-5844
COMMUNITY BASED ORGANIZATION PERSPECTIVE:	Ted Watkins, Director Watts Labor Community Action Committee 11401 South Central Avenue Los Angeles, California 90059 213 - 564-5901
YOUTH PERSPECTIVE:	Teressa Ausherman 40 Carroll Street Westminster, Maryland 21157 301 - 848-6808

SESSION: II - The Role of Institutions

SYMPOSIUM II.11

SYMPOSIUM PANELISTS

MODERATOR:

John Cheston
Office of Policy Development
Room South 2220
U.S. Department of Labor
200 Constitution Avenue N.W.
Washington, DC 20210
202 - 523-6037

PRIME SPONSOR PERSPECTIVE:

Robert McPherson, Professor
LBJ School of Public Affairs
Co-Director Center for the Study of Human Resources
107 West 27th Street
Austin, Texas 78712
512 - 471-7891

EDUCATIONAL PERSPECTIVE:

Hiroshi Yamashita, President
National School Board Association
1350 Ala Moana Blvd.
Apartment 2805
Honolulu, Hawaii 96814
808 - 548-5809

PRIVATE SECTOR PERSPECTIVE:

Larry Miller, Training Director
Electrical Industry
2701 West Patapsco Avenue
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Baltimore, Maryland 21230
301 - 242-1300

COMMUNITY BASED ORGANIZATION PERSPECTIVE:

Annette Kearney, National Director
National Council of Negro Women
Youth Employment Program
815 Second Avenue
New York, New York
212 - 687-6870

YOUTH PERSPECTIVE:

Ken Bates
828 Hazel Trail
Crownsville, Maryland 21032
301 - 923-3073

Joyce Mason (Alternate)
8351 West Baltimore and Annapolis
Severn, Maryland 21144
301 - 354-2989

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SYMPOSIUM SUMMARY

SESSION: III - Youth Initiatives:
Experience To-Date

SYMPOSIUM: III.1 - Entitlement

DESCRIPTION: The Youth Incentive Entitlement Program is the most ambitious and most carefully analyzed of the YEDPA demonstrations. It tests the notion that a part time job guarantee will help keep economically disadvantaged youth in school. Research findings from both the national and local perspectives will be presented at this symposium.

MODERATOR:
Beneta Burt, Assistant Director
Youth Programs, Job Development and Training
Office of the Governor
Providence Capitol Building
200 East Pascagoula Street
Jackson, Mississippi 39205
601 - 354-7705

PANELISTS:

Linda Harris, Manager
Research & Evaluation
Mayor's Office of Manpower Resources
701 St. Paul Street
Baltimore, Maryland 21202
301 - 396-3392

Ernst Stromsdorfer, Vice President
ABT Associates
55 Wheeler Street
Cambridge, Massachusetts 02138
617 - 492-7100

William Koloff, Director
Youth Incentive Entitlement Program
Detroit Board of Education
453 Myrtle Street
Detroit, Michigan 48201
313 - 831-1280

STARTER QUESTIONS:

(a) What have been some of the problems in implementation of this large-scale program?

(b) What has been the impact on the school system? Has attendance and retention improved? Have young people re-enrolled because of Entitlement? When will formal research be prepared with definitive answers?

(c) Is Entitlement serving the population it was intended to serve?

(d) What led to the trend towards "enrichment" programs and alternative education for eligible drop-outs? What has been successful?

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SYMPOSIUM SUMMARY

SESSION: III - Youth Initiatives:
Experience To-Date

SYMPOSIUM: III.2 - In-School Exemplary Programs

DESCRIPTION: There are many excellent examples of close cooperation between the education and employment/training systems at the local level. Youthwork Incorporated is managing a national exemplary program. This symposium will focus on both research findings and local program implementation.

MODERATOR:
C. Benjamin Lattimore, Executive Director
Youthwork, Incorporated
805 15th Street, Northwest
Suite 705
Washington, D.C. 20005
202 - 347-2900

PANELISTS:

Fred Monaco, Director
Student Placement Programs
635 Ridge Avenue
Pittsburg, Pennsylvania 14212
412 - 321-4934

Richard Spees, Vice President
Public Affairs - Western Region
Kaiser Aluminum & Allied Chemical
300 Lakeside Drive
Oakland, California 94643
415 - 271-3300

James Webster, Consultant
Summer On the Move Program
Kaiser Aluminum & Allied Chemical
300 Lakeside Drive
Oakland, California 94643
415 - 271-3300

Phillip Yourish, Program Director
Independence High School
179 Van Buren Street
Newark, New Jersey 07105
201 - 589-8827

STARTER QUESTIONS:

(a) What are some of the exemplary in-school programs funded by Youthwork and what are the program components that contribute to their success?

(b) What institutional innovations have occurred as a result of the CETA/LEA relationship?

(c) What is the potential for institutionalizing model programs and replicating them in other communities?

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SYMPOSIUM SUMMARY

SESSION: III - Youth Initiatives:
Experience To-Date

SYMPOSIUM: III.3 - Private Sector Linkages

DESCRIPTION: This symposium will feature descriptions and analysis of local programs which have successfully involved the private sector, and/or labor unions in training youth for employment.

MODERATOR:
Graham Finney, President
CPPV
1726 Cherry Street
Philadelphia, Pennsylvania 91903
215 - 564-4815

PANELISTS:

Robert Feagles, Senior Vice President
Personnel Administration
Travelers Insurance Company
One Tower Square
Hartford, Connecticut 06115
203 - 277-4619

Millicent Woods, Associate Director
Economic Security, Education & Manpower
United States Chamber of Commerce
1615 H Street, Northwest
Washington, D.C. 20062
202 - 659-6107

Rudy Leonardi, Director
New Enterprises
Open Road
155 9th Street
San Francisco, California 94103
415 - 956-1579

STARTER QUESTIONS:

(a) Under what terms and conditions are both large and small private sector employers most likely to hire disadvantaged youth?

(b) What can government do to improve the access of youth to private sector employment?

(c) What are the key linkages between private employers and educational and training programs in the employment of disadvantaged youth?

(d) Where is the market for young people in the private sector?

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SYMPOSIUM SUMMARY

SESSION: III - Youth Initiatives:
Experience To-Date

SYMPOSIUM: III.4 - Residential Approaches

DESCRIPTION: There are advantages to providing "comprehensive services" to youth in a residential setting. Job Corps provides a range of assistance designed to increase the future employability of youth. The program includes basic education, vocational training, counseling, health care, food, housing and clothing. The Young Adult Conservation Corps also has a residential component. A panel of representatives from both programs will discuss the benefits of the residential approach.

MODERATOR:
Kit Cartwright, Director
Los Angeles Job Corps Center
1106 South Broadway
Los Angeles, California 90015
213 - 748-0135

PANELISTS:

David Carrsco, Director
El Paso Job Corps Center
306 North Mesa
El Paso, Texas 79901
915 - 542-1663

Jerry Oettle, Director
Breckinridge Job Corps Center
Morganfield, Kentucky 42437
502 - 389-2419

Margaret Murphy, Director
San Pedro Center
California Conservation Corps
Post Office Box 534
San Pedro, California 90733
213 - 831-0185

STARTER QUESTIONS:

(a) How is a residential experience different from a community based experience? Is this setting more effective for changing performance and attitude?

(b) What alternative educational curricula are provided in residential programs?

(c) How do Job Corps and the YACC programs differ in what is offered to disadvantaged youth?

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SYMPOSIUM SUMMARY

SESSION: III - Youth Initiatives:
Experience To-Date

SYMPOSIUM: III.5 - Career Education and Experiential Learning

DESCRIPTION: A variety of efforts to infuse career awareness into the total education program have been attempted, many sponsored by the federal government. The Experience-Based Career Education Program is one of the most successful federal education demonstrations. Career education and Experience-Based Career Education representatives from the federal and local levels will discuss the adaptations schools have made to incorporate career education into the school curriculum.

MODERATOR:
Kenneth Hoyt, Director
Office of Career Education
Seventh and D Streets, Southwest
Room 3100
Regional Office Building #3
Washington, D.C. 20202
202 - 245-2284

PANELISTS:

Walter Davis, Director of Education
AFL/CIO
815 - 16th Street, Northwest
Washington, D.C. 20006
202 - 637-5000

Rayma Page, Chairman
Lee County District School Board
2055 Central Avenue
Fort Myers, Florida 33901
813 - 936-1524

Bea Forrest
Women's American ORT
1100 Sheridan Road
Evanston, Illinois 60602
312 - 864-2040

Robert Wise, Assistant Director
Education, Home, Community
and Work Program
National Institute of Education
1200 - Fourteenth Street, Northwest
Washington, D.C.
202 - 245-5706

STARTER QUESTIONS:

(a) How can institutions adapt to better prepare youth towards career objectives?

(b) How should community organizations and private employers interact and work with the employment and training and the educational system in promoting career education?

(c) How can youth employment be approached as a total community problem - i.e., something beyond simply the CETA/Education "connection"?

SYMPOSIUM SUMMARY

SESSION: III - Youth Initiatives:
Experience To-Date

SYMPOSIUM: III.6 - Vocational Education

DESCRIPTION: HEW's largest contribution to the school-to-work transition is through the Vocational Education Act. Traditionally seen as more rural and suburban oriented, vocational education is now putting more emphasis on serving the disadvantaged and handicapped. This symposium will focus on the role of Vocational Education in helping prepare youth for jobs.

MODERATOR:
Dan Dunham, Deputy Commissioner
Occupational and Adult Education
Seventh and D Streets
Washington, D.C. 20202
202 - 245-8166

PANELISTS:

Gene Bottoms, Executive Director
American Vocational Education Association
2020 North Fourteenth Street
Arlington, Virginia 22201
202 - 624-5845

Phyllis McClure, Director
Vocatinal Education Project
NAACP
Legal Defense and Educational Fund
802 Fifteenth Street, Northwest
Washington, D.C. 20005
202 - 638-3278

George Quarles, Chief Administrator
Center for Career and Occupational Education
New York City Board of Education
110 Livingston Street
Brooklyn, New York 11201
212 - 522-5122

STARTER QUESTIONS:

(a) Occupational skills training: who should do it, in what setting, and at what stage of a young person's education? What has our experience in the public school setting taught us about this issue?

(b) Some studies have cited vocational education's difficulties with access for low-income, minority and handicapped youth. Is this a fair assessment? What changes can be expected?

(c) What new directions are seen for vocational education in the next decade? What directions should it take? What legislative or structural changes will be necessary?

SYMPOSIUM SUMMARY

SESSION: III - Youth Initiatives:
Experience To-Date

SYMPOSIUM: III.7 - Community-Based Organization Programs

DESCRIPTION: The focus of this symposium will be on community-based organizations which train youth for employment in conjunction with local schools. Model programs, sponsored by CBO's, will be featured.

MODERATOR:
Edith Phelps, National Executive Director
Girls' Clubs of America
133 East 62nd Street
New York, New York 10021
212 - 689-3700

PANELISTS:

Chris Bogden, Executive Director
COIL PREP
1535 West Baltimore Street
Baltimore, Maryland 21223
301 - 233-3300

Robert Jackson, Program Manager
OIC Career Intern Program
100 West Coulter Street
Philadelphia, Pennsylvania 19144
215 - 849-3010

STARTER QUESTIONS:

(a) Is there a special role for community based organizations? What particular skills, insights, or contacts do CBO's bring to the problems of education and job preparation?

(b) Are there especially successful models of CBO collaboration with schools? With local CETA systems?

(c) How should CBO's be integrated into the partnership of "Workplaces and Classrooms"? On a local level, how is this done? As a matter of federal policy, how should it be treated?

(d) What other roles do CBO's perform in addition to service deliverers?

SYMPOSIUM SUMMARY

SESSION: III - Youth Initiatives:
Experience To-Date

SYMPOSIUM: III.8 - Alternative Education

DESCRIPTION: This symposium will focus on the role alternative education programs play in bridging the gap between the classroom and the workplace.

MODERATOR:
Jack Wuest, Coordinator
Alternative Schools Network
1105 West Lawrence - Room 210
Chicago, Illinois 60640
312 - 728-4030

PANELISTS:

Elaine Gelinas, Director
Summer Street Triple E Program
c/o EDCO
Brookline, Massachusetts 02146
617 - 738-5600

Irving Hamer, Headmaster
Park Heights Street Academy
3901 Park Heights Avenue
Baltimore, Maryland 21215
301 - 367-3446

Al McMahill
Deputy Director of Education
Employment and Economic Policy Administration
15 Beacon Street
Boston, Massachusetts 02108
617 - 725-3570

STARTER QUESTIONS:

(a) Should there be alternatives within the existing public school system, or alternatives to the public schools, or both?

(b) Which youth are best served by alternative education?

(c) What are the program components that contribute to the success of alternative education programs and how can they be adapted to meet the needs of other communities?

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SYMPOSIUM SUMMARY

SESSION: III - Youth Initiatives:
Experience To-Date

SYMPOSIUM: III.9 - Statewide Coordination Programs

DESCRIPTION: States are in the position to facilitate coordination between the employment and the education community at the state and local levels. Examples of successful state initiated coordination efforts will be discussed.

MODERATOR:
Joan Wills, Director - EVTP
National Governors' Association
444 North Capitol Street
Second Floor
Washington, D.C. 20001
202 - 624-5355

PANELISTS:

Joleen Durken, Supervisor
CETA Education Linkage Unit
Department of Education
550 Cedar Street
St. Paul, Minnesota 55101
612 - 396-9261

Joyce Walker, Youth Coordinator
Department of Economic Security
690 American Center Building
150 East Kellogg Boulevard
St. Paul, Minnesota 55101
612 - 296-5358

Deborah Neff, Special Assistant for Manpower Services
Office of Governor DuPont
Street Office Building
820 French Street
Wilmington, Delaware 19801
320 - 571-3210

STARTER QUESTIONS:

(a) What standards should be used by states to determine "guidelines" for academic credit?

(b) What mechanisms should be used for awarding credit for occupational skill training?

(c) How can states be helpful to a local CETA Prime Sponsor in the development of alternative education programs for high school dropouts?

(d) Does CETA income targeting inhibit coordination between schools and CETA? What is the role of the state?

SYMPOSIUM SUMMARY

SESSION: III - Youth Initiatives:
Experience To-Date

SYMPOSIUM: III.10-The Role of Post-Secondary Institutions

DESCRIPTION: This symposium will examine the role played historically by post-secondary institutions, especially community colleges and Black colleges. Knowledge gained from the Fund for the Improvement of Post-Secondary Education's Youth Employment Competition will also be shared.

MODERATOR: Joanne McDonald, Program Officer
Fund for the Improvement of Postsecondary Education
Office of the Assistant Secretary for Education
400 Maryland Avenue, Southwest
Washington, D.C. 20202
202 - 245-8710

PANELISTS:

Torrey Stroud, Coordinator
Peer Influence Project
Lenoir Community College
P.O. Box 188
Kinston, North Carolina 28501
919 - 527-6223

Arthur Thomas, Vice President
Academic Affairs
Central State University
Wilberforce, Ohio 45384
513 - 376-6431

STARTER QUESTIONS:

(a) Present Youth Employment and Training (YETP) regulations mandate that 22 per cent of the funds be spent under "LEA Agreements." Should a similar mandate exist for post-secondary institutions?

(b) How does the declining enrollment issue faced by most-secondary institutions influence the potential role of community and four year colleges?

(c) Is there a role in basic education for post-secondary institutions? If so, whom should they serve and with what kinds of programs?

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SYMPOSIUM SUMMARY

SESSION: III - Youth Initiatives:
Experience To-Date

SYMPOSIUM: III.11 - Community Collaborative Councils

DESCRIPTION: The maximum benefit from existing resources results from collaborative planning and program operations at the local level, joining schools, the employment and training system, the private sector, unions and others. Many of these councils existed before the Youth Employment Demonstration Projects Act and their numbers have expanded using Youth Employment Demonstration Projects Act resources. This symposium will share the experience to date with such councils.

MODERATOR:
Richard Ungerer, Director
Work Education Consortium Project
National Manpower Institute
1211 Connecticut Avenue
Suite 301
Washington, D.C. 20036
202 - 466-4430

PANELISTS:

Henry Weiss, Executive Vice President
Industry Education Council of California
1575 Old Bayshore Highway
Suite 202
Burlingame, California 94010
415 - 697-4311

Robert Robinson, Executive Vice President
Negro Trade Union Leadership Council
2825 N. Broad Street
Philadelphia, Pennsylvania 19132
215 - 627-6953

Ann Ross, Director
Lexington Education Work Council
701 East Main Street
Lexington, Kentucky 40502
606 - 252-1245

STARTER QUESTIONS:

(a) How have local level councils developed? What different forms and roles have they assumed?

(b) How can councils go beyond "planning" and maximize the benefit of local resources?

(c) What role should private employers play in such councils? What are some models of private sector involvement which have proven successful? What is the relationship between the council and the newly formed Private Industry Council?

(d) What has been the experience in gaining real commitment from school systems and trade unions?

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SYMPOSIUM SUMMARY

SESSION: IV - Youth Initiatives: Putting What We Know into Practice

SYMPOSIUM: IV.1 - Benefits of Coordinated Planning.

DESCRIPTION: Through a panel discussion, CETA Prime Sponsors and LEA representatives from two cities will describe the multiple benefits of coordinated planning at the local level.

MODERATOR:
Richard Thorpe, Director
City of St. Paul Manpower Programs
333 Sibley Street
St. Paul, Minnesota 55101
612 - 298-4904

PANELISTS:

John Gist, Deputy Superintendent
Baltimore Public Schools
3 East 25th Street
Baltimore, Maryland 21218
301 - 396-6800

Robert Ivry, Director
Youth Services
Mayor's Office of Manpower Resources
Baltimore, Maryland 21202
301 - 396-3392

Ron Finnegan, Director
Center for Youth Employment
and Training
St. Paul Public Schools
St. Paul, Minnesota
612 - 222-1234

STARTER QUESTIONS:

(a) What local political structures facilitate employment and training and school system coordination? What kinds of local leadership are required?

(b) What are the benefits of joint planning? What are the risks and the costs?

(c) Is there potential for long-term cooperation and reform where needed? Is there an opportunity for institutional change on both sides?

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SYMPOSIUM SUMMARY

SESSION: IV - Youth Initiatives: Putting What We Know into Practice

SYMPOSIUM: IV.2 - Experience in Attempting Educational Reform

DESCRIPTION: The purpose of the symposium will be to review what has been learned from 15 years of experience with federally initiated changes through education. This symposium will focus on HEW sponsored research, including Title I, Title III/IVC, the Experimental Schools Program, and Part D of the Vocational Education Act.

MODERATOR:
Robert Schwartz, Assistant Director
Program on Law and Public Management
National Institute of Education - Stop #19
Washington, D.C. 20208
202 - 254-7095

PANELIST:

Edward Meade, Program Officer
Ford Foundation
320 East 43rd Street
New York, New York 10017
212 - 573-5000

William Hall, Superintendent
New Brunswick Public School
24 Bayard Street
New Brunswick, New Jersey 08901
201 - 745-5209

STARTER QUESTIONS:

(a) Have the federal dollars intended to change schools reaped lasting benefits?

(b) What are the characteristics of reform efforts that have worked, and how can success be measured?

(c) What are the effects of declining enrollments on efforts to reform secondary schools?

(d) What do we know about educational change at the local level?

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SYMPOSIUM SUMMARY

SESSION: IV - Youth Initiatives: Putting What We Know into Practice

SYMPOSIUM: IV.3 - The Job Corps Experience

DESCRIPTION: This symposium will feature a review of 15 years of experience with the Job Corps; its evolution and changing goals.

MODERATOR:
Barry Argento, Project Director
Educational Improvement Effort
Team Associates
1625 I Street, N.W. Suite 510
Washington, D.C. 20006
202 - 785-4966

PANELISTS:

James Daniels, Director
Mississippi Job Corps Center
Post Office Box 817
Crystal Spring, Mississippi 39059
601 - 892-3348

Charles Mallar, Deputy Director - Research
Mathematica Policy Research Incorporated
Post Office Box 2393
Princeton, New Jersey 08540
609 - 799-2600

Al Androlewicz
Manager, Education Program
RCA Service Company
Education Service
Building 202-1
Camden, New Jersey 08101
609 - 338-5627

STARTER QUESTIONS:

(a) Has Job Corps been a success? What measures have been used to evaluate it? Is it cost effective?

(b) After fifteen years, what has Job Corps' adaptation over time taught us about conditions required for successful innovations?

(c) What has been learned about basic education for Job Corps enrollees?

(d) What should be the role of residential training strategies in the spectrum of program options? Should there be more? Fewer?

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SYMPOSIUM SUMMARY

SESSION: IV - Youth Initiatives: Putting What We Know into Practice

SYMPOSIUM: IV.4 - Young People Doing It Themselves

DESCRIPTION: The purpose of this symposium is to learn about successful approaches for having active involvement of youth in planning, administering, and evaluating their own programs. Youth will play a major role in this symposium.

MODERATOR: Mary Conway Kohler, Chairman of the Board
National Commission on Resources for Youth
36 West 44th Street
New York, New York 10036
212 - 840-2846

PANELISTS:

Peter Kleinbaird, Executive Director
National Commission on Resources for Youth
36 West 44th Street
New York, New York 10036
212 - 840-2844

Janice Priest
RAP Room
36 Rosemont Boulevard
Whiteplains, New York 10607
914 - 949-1082

Pedro Ramos
Project CUANDO
9 Second Avenue #30
New York, New York 10003

Sean Hughes
Westport Youth Adult Council
22 Vani Court
Westport, Connecticut 26880
203 - 227-2907

STARTER QUESTIONS:

(a) Do you perceive the same problems that adults perceive? Can they offer perspectives which contribute to policy-making?

(b) How can youth productively participate in planning programs for themselves? In carrying them out and evaluating them? Have we made participation hard or easy? What should we change?

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SYMPOSIUM SUMMARY

SESSION: IV - Youth Initiatives: Putting What We Know into Practice

SYMPOSIUM: IV.5 - Linking Economic Development & Youth Programs

DESCRIPTION: In the long run, successful school-to-work transition will be dependent, in part, on the economic development of local communities. This symposium will focus on how coordinated efforts by schools, the employment and training system, economic policy makers and the private sector can contribute to community revitalization.

MODERATOR: Valerie Pope Ludlum, President
San Bernadino Westside Community
Development Corporation
1736 West Highland Avenue
San Bernadino, California 92411
714 - 887-2546

PANELISTS:
Ted Small, President
Private Industry Council
Room 1634
120 Broadway
New York, New York 10005
212 - 233-8600

Tom Rodenbaugh, Associate Director
Corporation for Youth Enterprises
825 K Street, N.W., Suite 215
Washington, D.C. 20006
202 - 466-7890

STARTER QUESTIONS:

(a) What is the relationship between the employment of disadvantaged and local economic development? Is this different from or related to the general national economic well-being?

(b) What is the particular role for the newly-formed private industry councils? For local community development corporations? For other community-based organizations?

(c) How can national policy be changed to encourage local economic development? How does inflation and the public cost-cutting mood affect local attempts to link education and training to local economic development efforts?

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WORKPLACES
&CLASSROOMS
A Partnership for the 80's

SYMPOSIUM SUMMARY

SESSION: IV - Youth Initiatives: Putting What We Know into Practice

SYMPOSIUM: IV.6 - Attempting Local Reform with Federal Money

DESCRIPTION: The City of Syracuse will be used as a case study on how federal funds from a variety of funding sources can be consolidated to achieve local reform.

MODERATOR: Ann Michel, Consultant to Syracuse Research Corporation
Merrill Lane
Syracuse, New York 13210
315 - 425-5100

PANELISTS:

Vince Cama, Director
Office of Federal & State Coordination
225 City Hall
Syracuse, New York 12302
315 - 473-5690

Alice King, Director of Operations
Office of State & Federal Aid
City Hall
Syracuse, New York 13202
315 - 473-5690

Lionel Meno, Superintendent
Syracuse School District
409 West Genesse Street
Syracuse, New York 13202
315 - 425-4164

STARTER QUESTIONS:

(a) How does current federal policy help or hinder coordination?

(b) Do current federal policies, rules, and guidelines help or hinder orchestration of funds from the various federal sources to meet local priorities?

(c) Local programming requires some degree of flexibility to invent and test new program ideas. How does policy and federal administrative practice affect the ability of local organizations to experiment?

(d) In many local settings existing institutions are slow to respond to youth employment problems, and an effective response requires the establishment of new institutions. How does federal policy help or hinder the creation of new institutions?

SYMPOSIUM SUMMARY

SESSION: IV - Youth Initiatives: Putting What we Know into Practive

SYMPOSIUM: IV.7 - Future Directions for Alternative Education

DESCRIPTION: This symposium will focus on future directions in the alternative education movement that continue to bridge the gap between the classrooms and the workplace.

MODERATOR:
Richard Graham, Consultant to the Field Foundation
3264 N Street, N.W.
Washington, D.C. 20006
202 - 337-0717

PANELISTS:

James Lytle, Director
The Parkway School
13th and Spring Garden
Philadelphia, Pennsylvania 19100
215 - 627-3266

Tina Reyes, Executive Director
Educational Advancement for Mexican Americans
3702½ N. Main
Houston, Texas 77709
713 - 869-5379

Adria Steinberg, Academic Coordinator
The Group School
345 Franklin Street
Cambridge, Massachusetts 02139
617 - 491-4884

STARTER QUESTIONS:

(a) What are the characteristics of alternatives which are working including size, facilities, staff, political support?

(b) How will other issues currently faced by public education affect the potential growth of alternatives?

(c) What ought to be the long-term mission of alternative education programs? Reform of the "mainstream" public system? Permanent service to particular populations?

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SYMPOSIUM SUMMARY

SESSION: IV - Youth Initiatives: Putting What We know into Practice

SYMPOSIUM: IV.8 - The Change in Policy Toward Handicapped Youth

DESCRIPTION: The purpose of the symposium will be to broaden awareness of the functions that entitle handicapped youth (broadly defined as in P.L. 94-142) to education and training.

MODERATOR: Lisa Walker, Director
Project for the Handicapped
Institute for Educational Leadership
1001 Connecticut Avenue
Washington, D.C. 20036
202 - 676-5910

PANELISTS:

Dorothy Coleman, Coordinator
Levels 5 and 6
Division for Exceptional Children
2300 North Charles Street - Room 409
Baltimore, Maryland 21218
301 - 396-6127

Judy Heumann, Deputy Director
Center for Independent Living
2539 Telegraph Avenue
Berkeley, California 94704
415 - 841-3900

STARTER QUESTIONS:

(a) What are the new laws entitling "handicapped" youth to training and how are they being implemented?

(b) How can the work disincentives in current benefit programs be overcome?

(c) What are the pre-requisites to job training needed by handicapped youth?

(d) How can the programs operated by rehabilitation, education, and the CETA systems be coordinated at the local level?

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SYMPOSIUM SUMMARY

SESSION: IV - Youth Initiatives: Putting What We Know into Practice

SYMPOSIUM: IV.9 - Facilitating Change Under YEDPA

DESCRIPTION: Using the CETA/LEA experience as the example, this symposium will focus on factors that facilitate and impede institutional change.

MODERATOR:
Gregory Wurzburg, Executive Director
National Council on Employment Policy
2000 K Street, N.W.
Washington, D.C. 20006
202 - 833-2532

PANELIST:
Bonnie Snedeker, Research Consultant
9801 N.E. Murden Cove Dr.
Bainbridge Island, Washington 98110
206 - 842-7523

STARTER QUESTIONS:

(a) Under what conditions do CETA prime sponsors and LEA need to work together (in serving which youth and providing which services)?

(b) What factors encourage cooperation between CETA prime sponsors and LEA's, and what factors discourage it?

(c) If CETA/LEA cooperation is desirable, how should the Federal Government foster it in areas where there is little history of prior cooperation?

WORKPLACES
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A Partnership for the 80's

SYMPOSIUM SUMMARY

SESSION: IV - Youth Initiatives: Putting What We Know into Practice

SYMPOSIUM: IV.10 -Comprehensive Youth Planning under CETA

DESCRIPTION: Ten prime sponsors are planning for a comprehensive approach to CETA youth programs. The objective of this workshop will be to learn of the reasoning which went into the development of this approach, and progress to date.

MODERATOR:
Evelyn Ganzglass, Education Specialist
Office of Youth Programs
Department of Labor
601 D Street, N.W.
Washington, D.C. 20213
202 - 377-6277

PANELISTS:

Gerri Fiala, Senior Manager
Technical Assistance and Training Corporation
1055 Thomas Jefferson Street, N.W.
Washington, D.C. 20007
202 - 223-9175

Kristine Tomesch, Senior Planner
Morris County Employment & Training Administration
3 Schuyler Place
Morristown, New Jersey 07960
201 - 285-2762

STARTER QUESTIONS:

(a) How can current youth employment programs be structured to permit more flexibility in local planning for youth employment and training programs on a consolidated year-round multi-year basis?

(b) How can the employability development of youth be tracked and how can services be more effectively structured to meet the needs of individual youth?

(c) How can program quality be enhanced through the use of more appropriate standards for the measurement of program performance in your programs?

WORKPLACES
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MASTER SCHEDULE OF PROGRAM SITE TOURS

THURSDAY, SEPTEMBER 27th

10:30 to 12 noon

1	2	3	4
Baltimore PREP	EBCE CLUSTER (classroom)	LAWRENCE PAQUIN SCH.	Merganthaler Vocational-Technical High School
PLATO/LEARNING CENTER	EBCE WORKSITE	CHILD CARE TRAINING	
Guide: Avon Bellamy	Guide Harry Bosk	Guide: Meg Klute	Guide: Robert J. Phelan

3:30 to 5:00 pm

5	6	7	8
Entitlement Orientation Self-Directed Placement	School #33	Francis Woods School and Worksite	PLATO/LEARNING CENTER COIL PREP
Guide: Wayne Stokes	Guide: Tim Betts	Guide: Yvette Larkin-Johnson	Guide: Robin Graves

FRIDAY, SEPTEMBER 28th

10:30 to 12 noon

1	2	3	4
Parent Infant Center Harbor City Cluster	EBCE CLASSROOM EBCE WORKSITE	Middle College David Edwards	Merganthaler Vocational-Technical High School
Guide: Tim Betts	Guide: Harry Bosk	Guide: Frank Deluca	Guide: Robert J. Phelan

3:30 to 5:00 pm

5
YACC Waverly YCCIP
Guide: Bruce Ginn

Site Tour Descriptions

Each of the tours described below is limited to ten persons, on a first-come, first-served basis. A tour guide will accompany each group to provide information and answer questions. Mini-buses will depart from the Sharp Street entrance of the Baltimore Convention Center and return to the same location. Please make allowances for slight variations in the exact time of return.

Tour T I Thursday, September 27 10:30 am to 12 noon

This tour package showcases two different approaches to basic literacy training for drop-outs who read below a 5th grade level.

Baltimore PREP is designed to provide aged 16-19 year old drop-outs with individual and small group instruction combined with work experience. The academic program is geared toward raising a youth's reading abilities to the functional literacy level. Student involvement in all aspects of the program is particularly unique, as is the group meeting approach to self-discipline and problem-solving.

Adult Learning Center, a joint venture of the Baltimore CETA prime sponsor and the Commercial Credit Company, upgrades basic math, reading and language skills through computer-based, individualized learning (known as PLATO). Over 70 Youth Incentive Entitlement Program (CETA) youth, all former drop-outs reading below the 5th grade level have been assigned to the center as an alternative to returning to a traditional classroom.

Tour T II Thursday, September 27 10:30 am to 12 noon

This tour package highlights a unique approach to education, in which the workplace becomes the classroom.

Experience Based Career Education (EBCE). This project is one of 5 clusters established under the Harbor City Learning program. EBCE permits 16-20 year old YETP eligible youth who demonstrate a strong interest in independent study to explore occupations in any public or private sector vocational area which interests them. Learning coordinators help the student design individual study plans which enable him to earn academic credit for both classroom and job site experiences. This tour will include a visit to an EBCE works-site and classroom.

Tour T III Thursday, September 27 10:30 am to 12 noon

Teenage pregnancy and parenthood can severely limit educational and employment opportunities for youth. This tour focuses on 2 programs that address these special needs.

Lawrence Pacquin School This public school facility is geared exclusively to teenage mothers, and stresses parenting education and child development along with the standard academic subjects. The school also operates its own Parent-Infant Center to provide daycare for the children of its students.

Family Daycare Training—As part of a recent enrichment grant to the Youth Entitlement Program, the local CETA prime sponsor is now training people to become in-home, daycare providers. These providers will in turn be contracted by the local Social Services agency to provide daycare services to the children of Entitlement enrollees.

Tour T IV Thursday, September 27 10:30 am to 12 noon

This tour showcases one of Baltimore's largest, comprehensive vocational high schools.

Visitors to *Mergenthaler Vocational-Technical High School* will have an opportunity to observe and talk with youth working in a variety of vocational areas, including commercial baking, electrical construction and repair, welding, and package line mechanics. Also included is a visit to a survival skills class, a unique feature of Merganthaler's curriculum.

Tour T V Thursday, September 27 3:30 pm to 5:00 pm

This tour package gives the visitor a glimpse of 2 very essential program activities—orientation and transition.

Youth Incentive Entitlement Orientation—Before beginning their work assignments, Entitlement enrollees first attend a special orientation session designed to motivate youth to succeed, and to acquaint them with performance expectations (both academic and employment).

Self Directed Placement—This concept, initiated in San Diego, was developed to teach jobseekers how to find employment on their own. The emphasis is on both job-finding techniques and confidence building. Videotaped interviews and telephone solicitation are also important ingredients in this intensive, 4 week workshop.

Tour T VI Thursday, September 27 3:30 pm to 5:00 pm

This tour is for aficionados of the visual and performing arts.

School 33—This formerly abandoned elementary school has been reclaimed as a community arts center, housing studio space for local artists. In addition, School 33 serves as a gallery for local artists, and a site for art classes, exhibits, and demonstrations. The building was renovated with the aid of CETA-funded Public Service Employees and continues to utilize PSE staff. Participants in the Arts Expansion program will also be on hand to demonstrate their talents. These young people are studying drawing, graphics, music, dance, and drama.

Tour T VII Thursday, September 27 3:30 to 5:00 pm

This tour features a vocational school for high school students who have experienced academic difficulties.

Frances M. Wood School offers vocational and academic training for 200 former drop-outs and 150 in-school youth who read below a 5th grade level. All 200 former drop-outs returned to this school as part of their enrollment in the Youth Incentive Entitlement Program.

Tour T VIII Thursday, September 27 3:30 to 5:00 pm

Repeat of Tour T I visit, focusing on basic literacy training programs for drop-outs reading below 5th grade level.

COIL PREP
Adult Learning Center
Tour F I Friday, September 28 10:30 am to 12 noon

This tour concentrates on the Harbor City Learning alternative education concept, which aids former drop-outs by giving them the opportunity to explore a variety of vocational options while completing their high school education.

Harbor City Learning Operated jointly by Baltimore City Schools and CETA prime sponsor, Harbor City Learning has been nationally recognized for establishing an educational curriculum that has holding power for former drop-outs. Students, ages 14 to 19, can enroll in one of 6 clusters to receive paid work experience while exploring a potential career option. Two weeks of work are alternated with 2 weeks in the alternative education classroom, where the academic studies are directly related to their job experiences.

Parent-Infant Center—Initiated in response to the high incidence of parenthood among former drop-outs enrolled in Harbor City Learning, the Parent-Infant Center goes beyond just providing daycare services to HCL students. Parenting education classes are also included so that students can learn effective child-rearing techniques.

Tour F II Friday, September 28 10:30 am to 12 noon

Repeat of Tour T II, highlighting the Experience Based Career Education cluster of Harbor City Learning, where students pursue independent study on the job.

Tour F III Friday, September 28 10:30 am to 12 noon

The CETA-funded Youth Incentive Entitlement Program in Baltimore is one of 7 such projects in the country. It is an experimental research concept in which jobs are guaranteed to 16-19 year old disadvantaged youth if they remain in school or return to school. This tour focuses on an Entitlement (known locally as YouthWorks) educational program and a private sector worksite.

Middle College Provides over 400 YouthWorks participants with the opportunity to combine part-time employment with college level course work and an intensive academic program geared toward earning a high school equivalency. Upon earning their equivalency, students can matriculate into a 1 yr. certificate of 2 yr. A.A. degree program, while continuing to work part-time in jobs related to their area of academic interest.

David Edward Ltd. This furniture manufacturer is one of 360 private sector companies providing jobs for over 1000 YouthWorks enrollees. The youth here are learning a variety of upholstering and furniture construction trades for an employer who finds it increasingly difficult to find skilled workers. As a result, many of the youth participating at this site have the potential to earn a permanent entry level opportunity with the company.

Tour F IV Friday, September 28 10:30 am to 12 noon

This tour showcases one of Baltimore's largest, comprehensive vocational high schools.

Visitors to *Mergenthaler Vocational-Technical High School* will have an opportunity to observe and talk with youth working in a variety of vocational areas, including commercial baking, electrical construction and repair, welding, and package line mechanics. Also included is a visit to a survival skills class, a unique feature of Merganthaler's curriculum.

Tour F V Friday, September 28 3:30 pm to 5:00 pm

This tour package includes visits to youth programs that build on uniquely local work experience opportunities.

Hardship Home Maintenance is one of eight Youth Community Conservation and Improvement Projects in the Baltimore metropolitan area. Operated by a local community-based organization, this project employees youth to make needed repairs to the homes of low-income and elderly residents who otherwise could not afford such repairs.

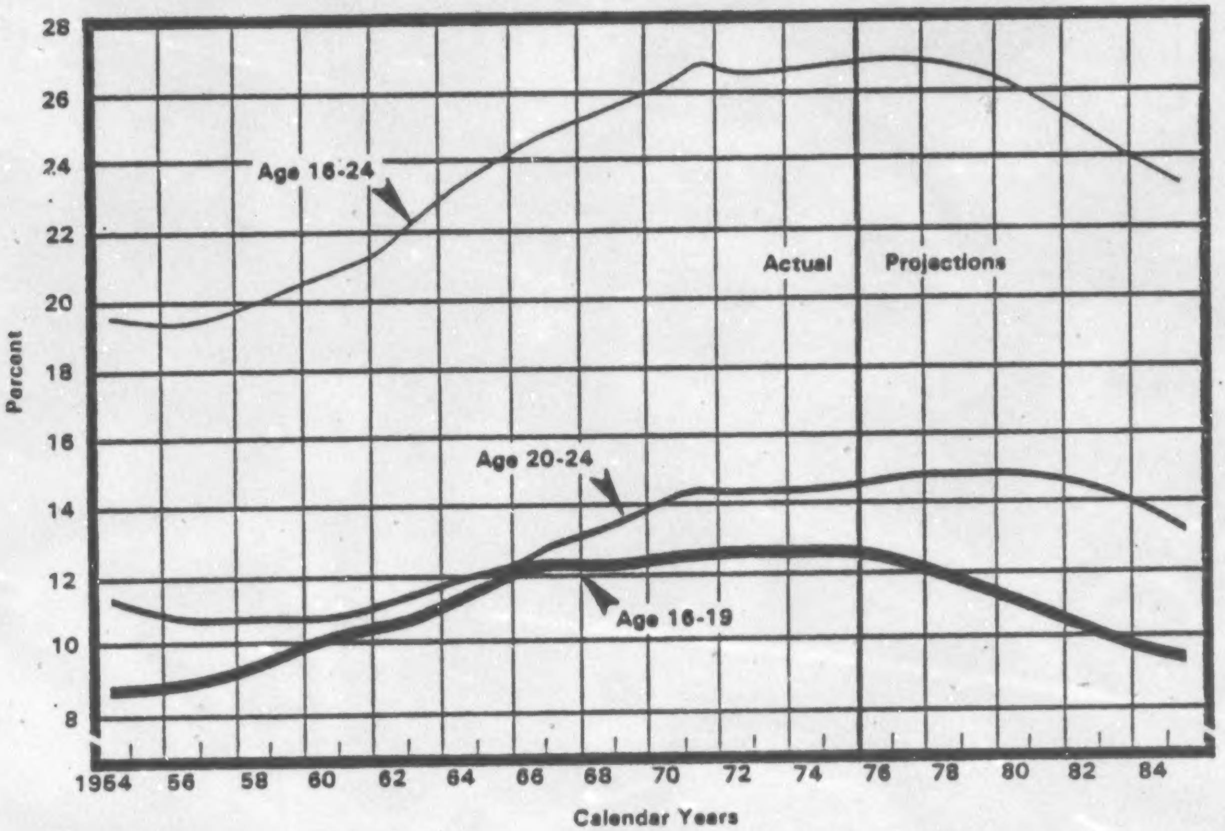
The *Young Adult Conservation Corps* provides conservation-related work experiences for unemployed youth ages 16 to 23 who are still in school. This tour will highlight one of the few urban YACC projects in the country, where the emphasis is on bringing nature back into the city.

WORKPLACES &CLASSROOMS

SELECTED YOUTH STATISTICS

YOUTH POPULATION AS A PERCENT OF TOTAL POPULATION

Age 16-24, 1954 to 1976 Actual and 1977 to 1985 Projections



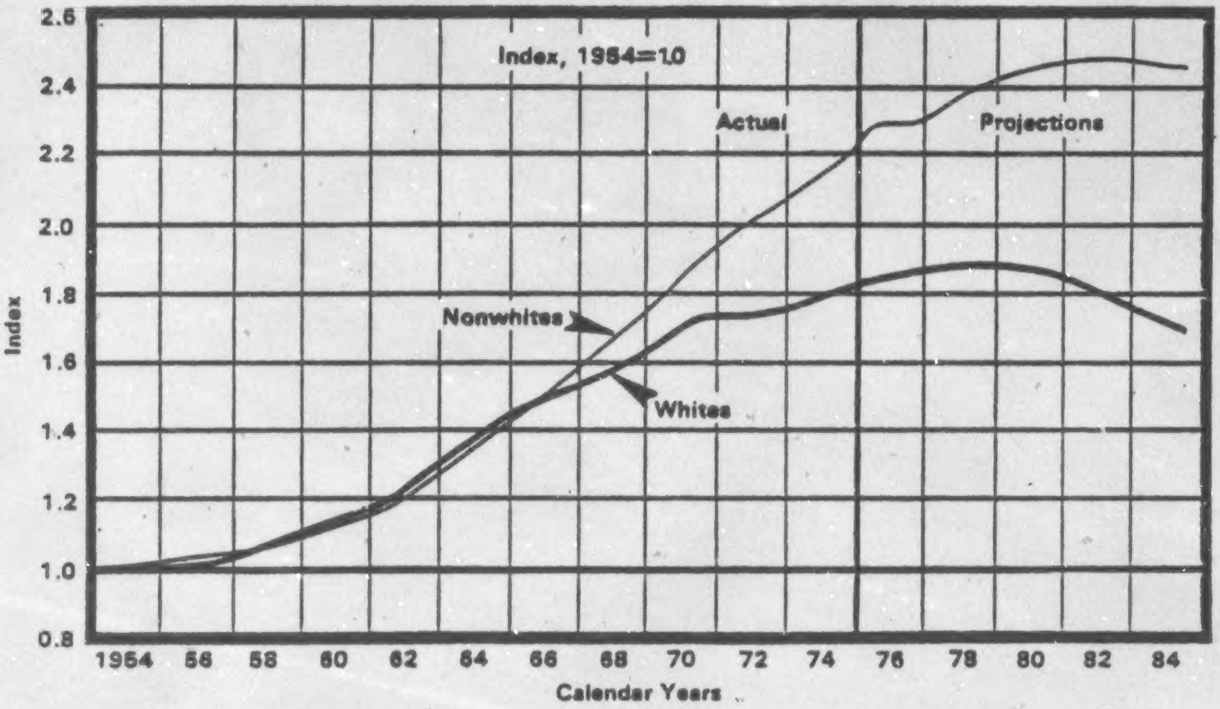
SOURCE: Bureau of the Census

The proportion of youths in the total working-age population (aged 16 to 24) has reached a peak and will be falling between now and 1985. The decline in the proportion of teenagers has already begun, while the decline for 20-to-24 year-olds will not occur until after 1980. Based on past relationships, the decline in the share of teenagers in the population may reduce the teenage unemployment rate by something less than 1 percentage point by 1980, and by perhaps another 1 to 2 percentage points between 1980 and 1985. The decline in the share of youths aged 20-to-24 between 1980 and 1985 will reduce the unemployment rate for this groups only slightly (less than 0.5 percentage points).

At least two caveats must be added; both tend to mute the favorable affect of declining numbers of youths on youth unemployment. First, the trend in the youth labor force participation rate has been clearly upward and some further, though more moderate, increase seems a reasonable expectation. Second, the number of nonwhite youths, whose unemployment rates are substantially higher than those of white youths, will continue increasing relative to the number of white youths.

GROWTH OF YOUTH POPULATION BY RACE

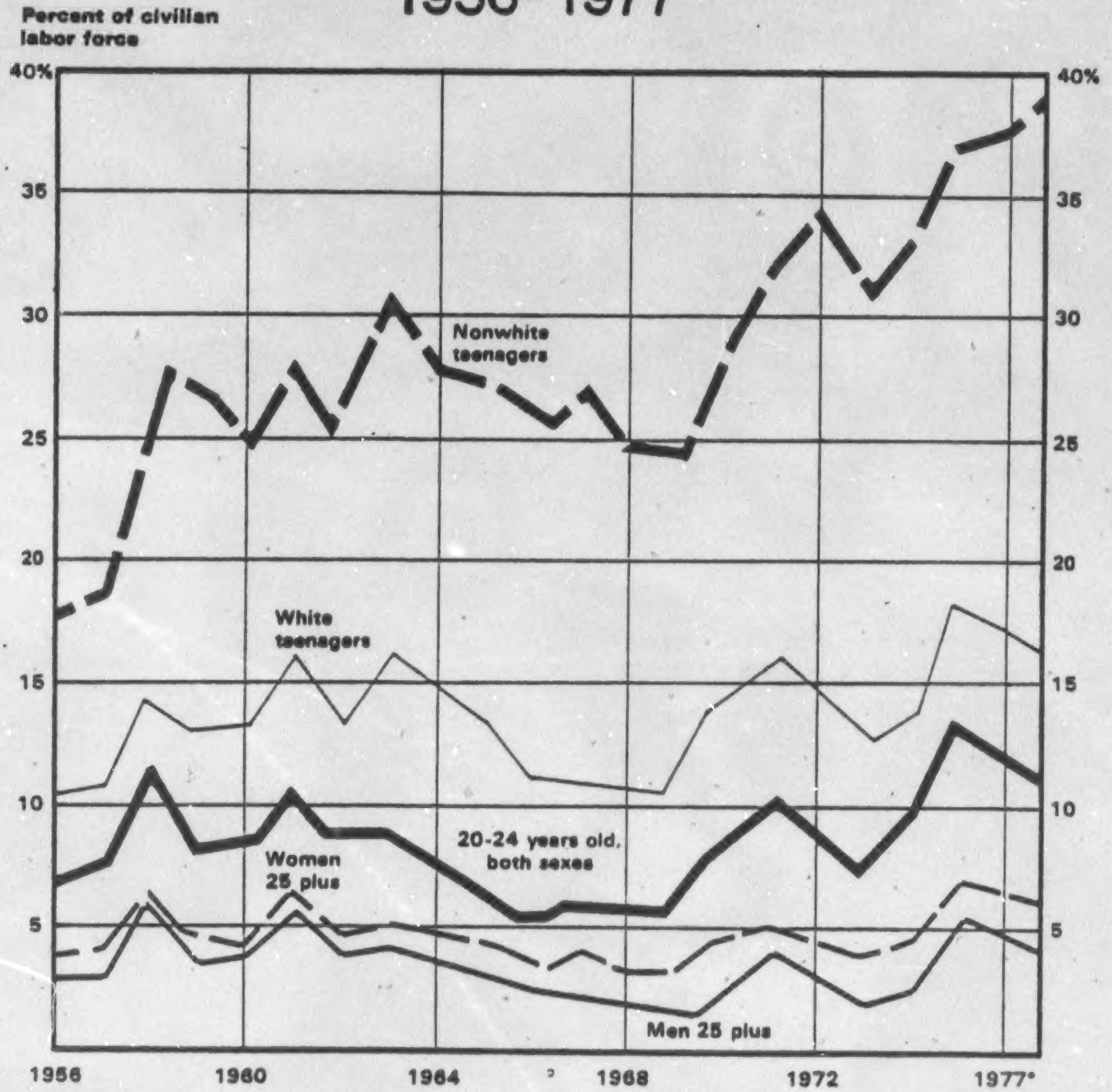
Age 16-24, 1954 to 1976 Actual and 1977 to 1985 Projections



SOURCE: Bureau of the Census

The supply of unskilled workers seeking entry-level and part-time jobs has been increased by the demographic bulge in the number of both nonwhite and white youths and by rising labor force participation rates for adult women and white teenagers. To a significant degree, these groups of workers compete for the same types of jobs. Because of discrimination and a relative lack of training, nonwhite teenagers have fared worst in this competition. The projections indicate, however, that while the number of whites 16-to-24 years of age will peak in 1980 and decrease thereafter, the number of black youth will continue to increase.

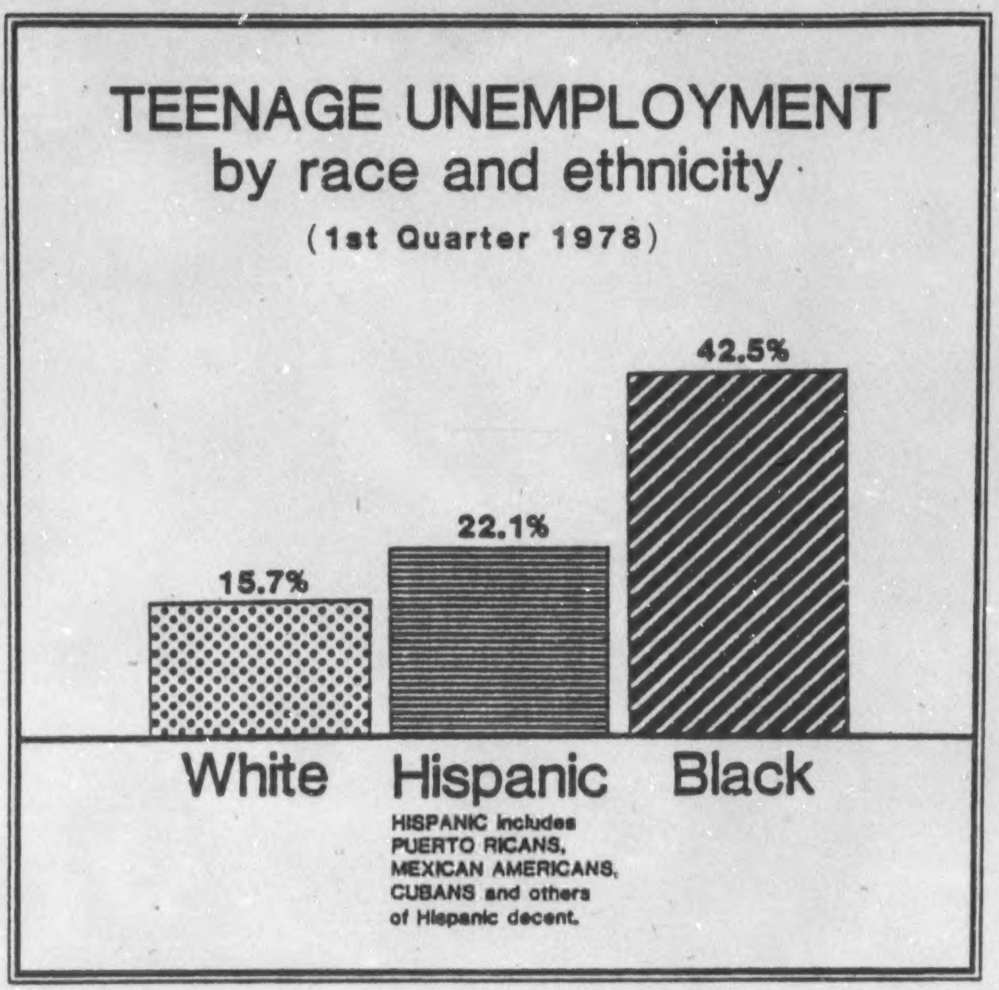
Unemployment Rate by Age & Sex, 1956–1977



*Average of the first nine months of 1977

Source: Department of Labor, *Employment and Training Report of the President* (1977) and *Employment and Savings Earnings* (various issues).

For some groups, unemployment in the last twenty years has cons[illegible]tly been much higher than that for others -- in good times as well as bad[illegible]hus, the unemployment rate for white teenagers has remained three to four times as high as the rate for male adults, while the unemployment rate for black teenagers has been approximately double the rate for white teenagers. Currently, unemployment rate for black teenagers is approaching three times the rate for white teenagers. In addition, rates for all groups but nonwhite teenagers show a downward trend.



TEENAGE UNEMPLOYMENT
by race and ethnicity
(1st Quarter 1978)

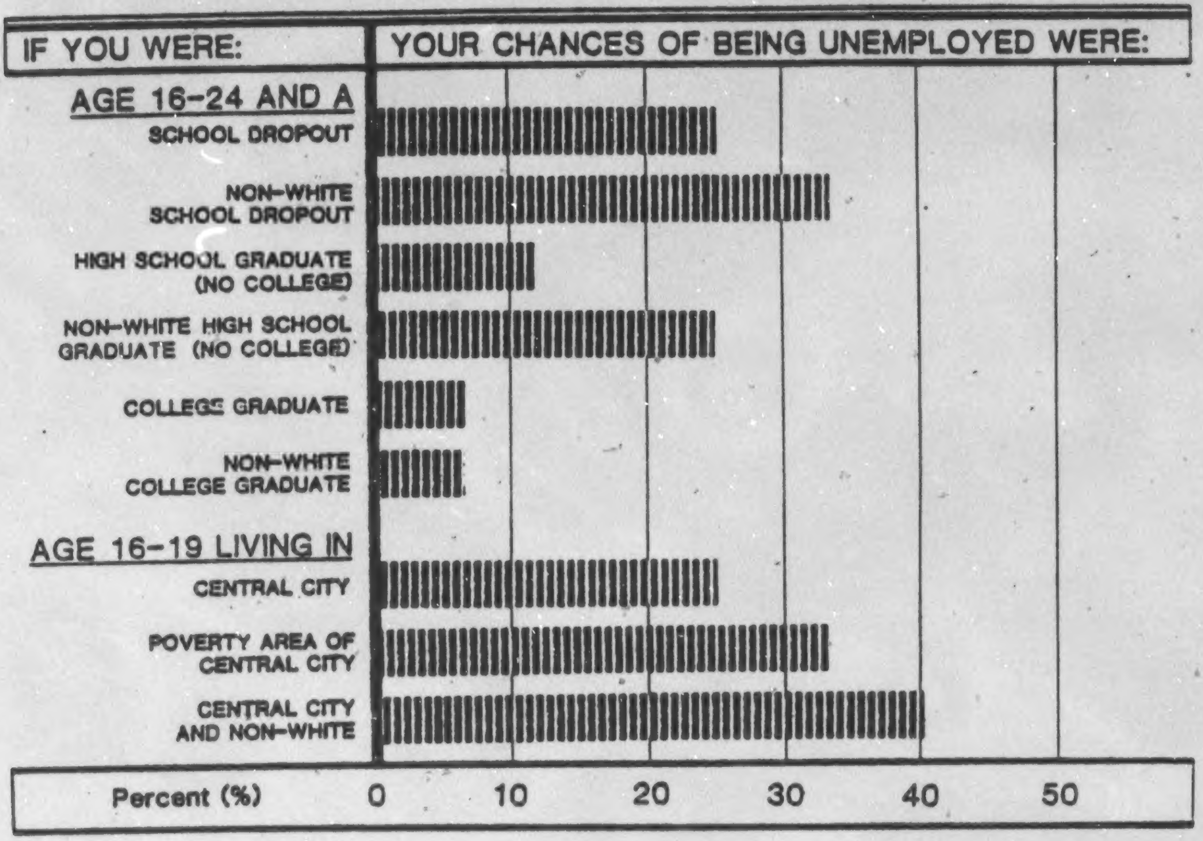
HISPANIC includes PUERTO RICANS, MEXICAN AMERICANS, CUBANS and others of Hispanic decent.

There are substantial differences in unemployment within the groups of Spanish-origin youths. The data suggests that the unemployment rate for Puerto Rican youths tends to be quite close to that for black youths. While still higher than the average for all youths, the unemployment rate for Mexican-American youths seems to be much closer to the average for all youths. Finally, Spanish-origin youths of neither Puerto Rican nor Mexican descent, such as Cubans and various Latin Americans, had an unemployment rate lower than the average for all youths.

Some of the reasons for the above-average unemployment among most groups of Spanish-origin youths include educational disadvantages, language barriers, discrimination and location. In addition, a significant number of Mexican-American youths are employed as migratory farmworkers--a sector of the economy that has high frictional and high seasonal unemployment.

Source: "Quarterly Economic Report on the Black Worker," National Urban League, Report No. 11, First Quarter, June, 1978.

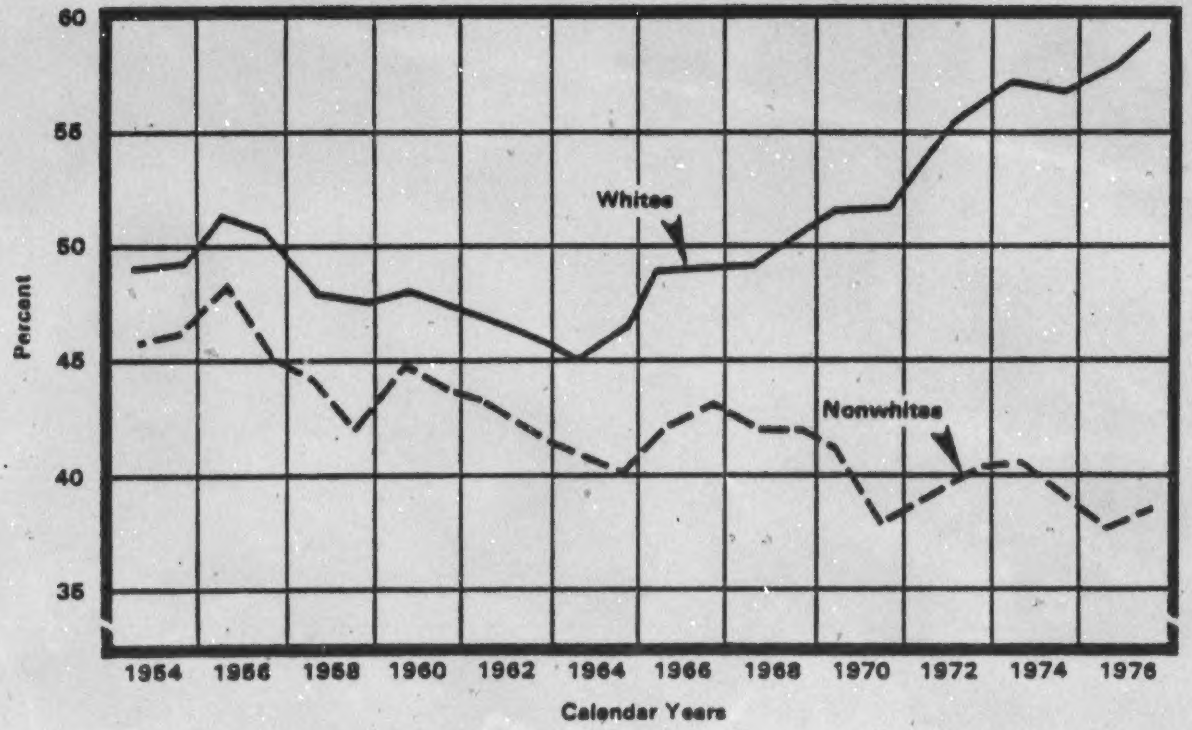
The Chances of Being Unemployed for Various Youth Groups in 1976



Source: U.S. Bureau of Labor Statistics

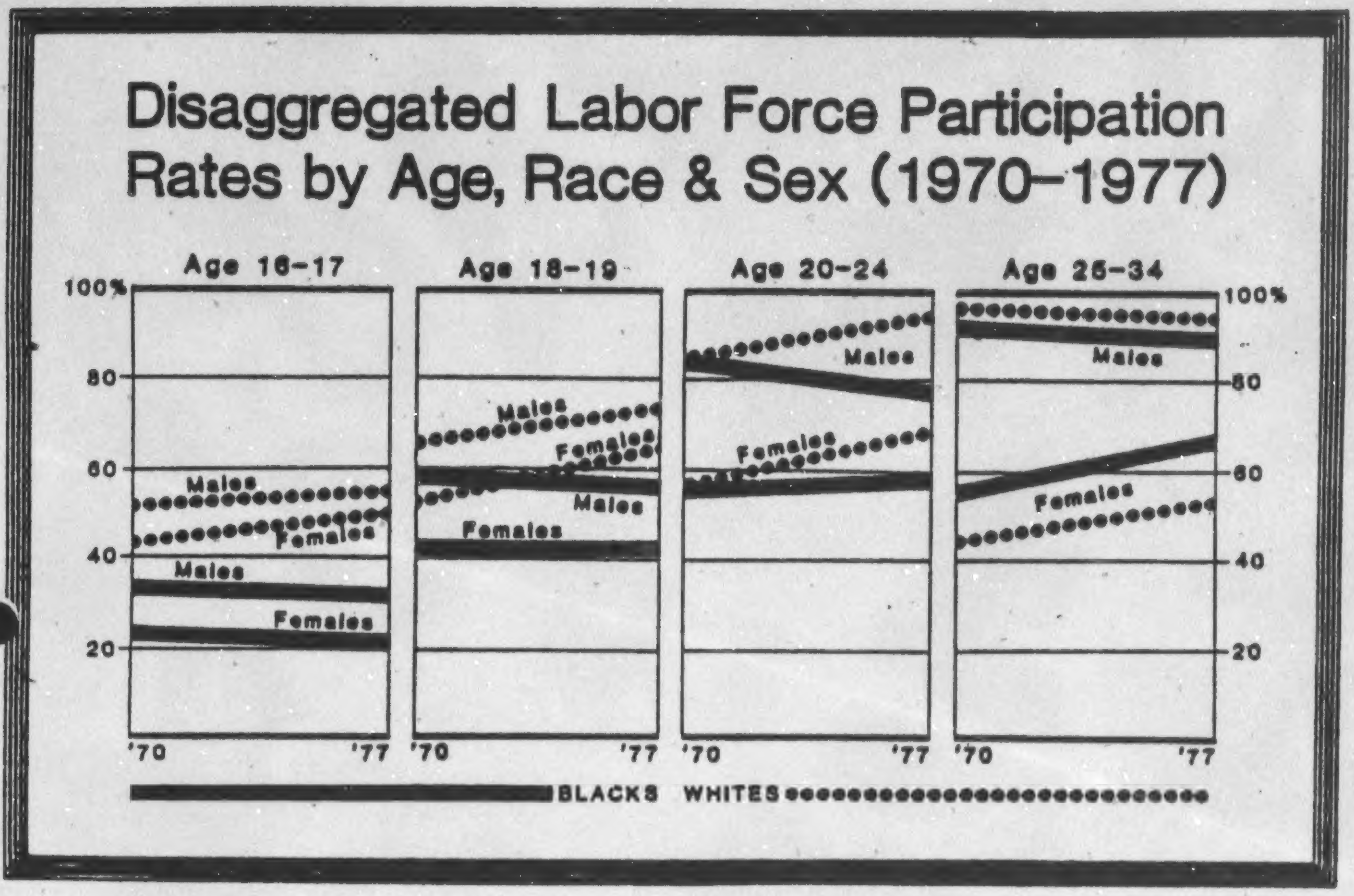
CIVILIAN LABOR-FORCE PARTICIPATION RATES OF TEENAGERS

Age 16-19, by Race, 1954 to 1977



SOURCE: Bureau of Labor Statistics

A comparison of unemployment rates only understates racial differences in the labor force status of youths. Labor force participation rates of nonwhite teenagers have shown a long-term downward trend, and they are substantially below those of white teenagers. In addition, the gap between the two groups has increased dramatically since 1964. At that time the nonwhite labor force participation rate was approximately 40% and the white rate was approximately 47%. By 1977 the white labor force participation rate had increased to almost 60% while the nonwhite rate had dropped below 40%.

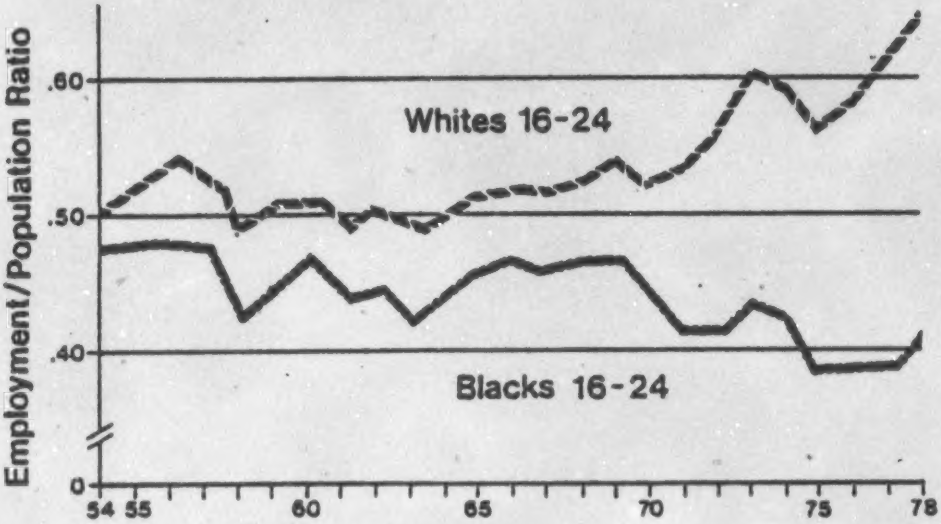

Disaggregated Labor Force Participation Rates by Age, Race & Sex (1970–1977)

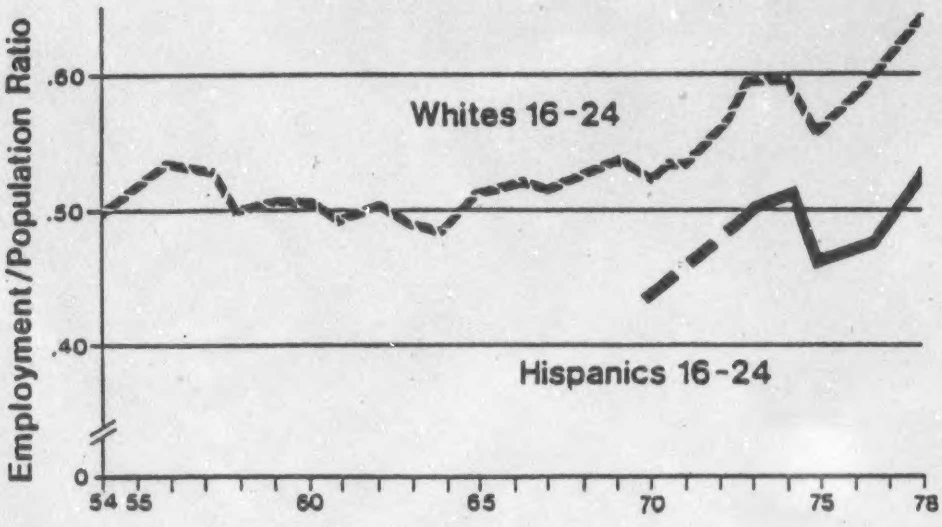
Much of the reason for the black failure to gain ground economically is revealed by "disaggregated" labor force participation rates, which show how many of the potential workers in a given group actually have jobs. In no age category for either sex has the trend of this rate favored blacks over whites. In a few categories, the rates have run essentially parallel; in most, whites have gained more or lost less than blacks; and in some, including those for males under 25, the trend has been down for blacks, up for whites. (Based on Labor Dept. data, which lump all nonwhite races. Blacks account for about 92% of this category).

Source: Black Enterprise, June 1979.

Who's Losing Ground?

Employment/Population Ratios Over 25 Years
(1954-1978)

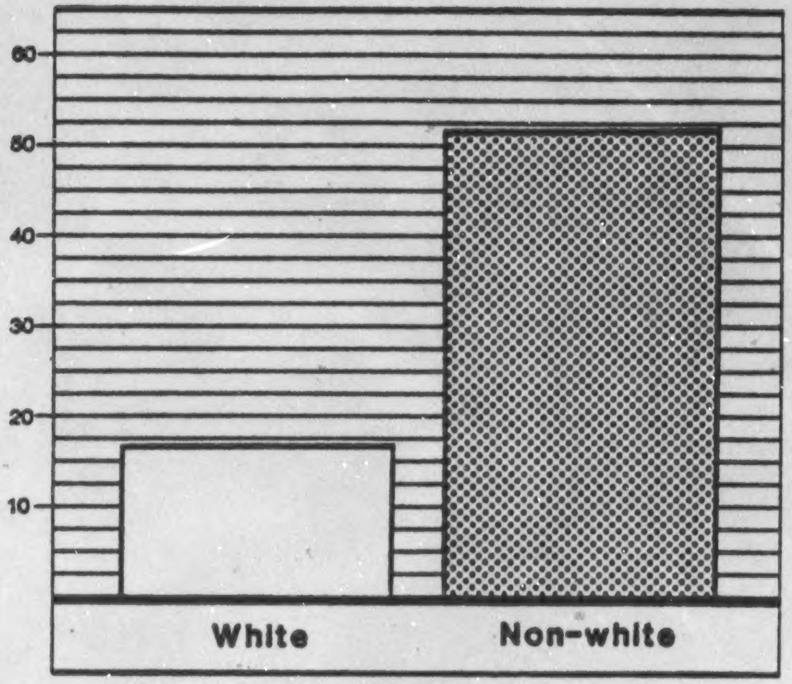




PERCENTAGE OF

Unemployed Youths

FROM FAMILIES BELOW POVERTY LINE (1977)



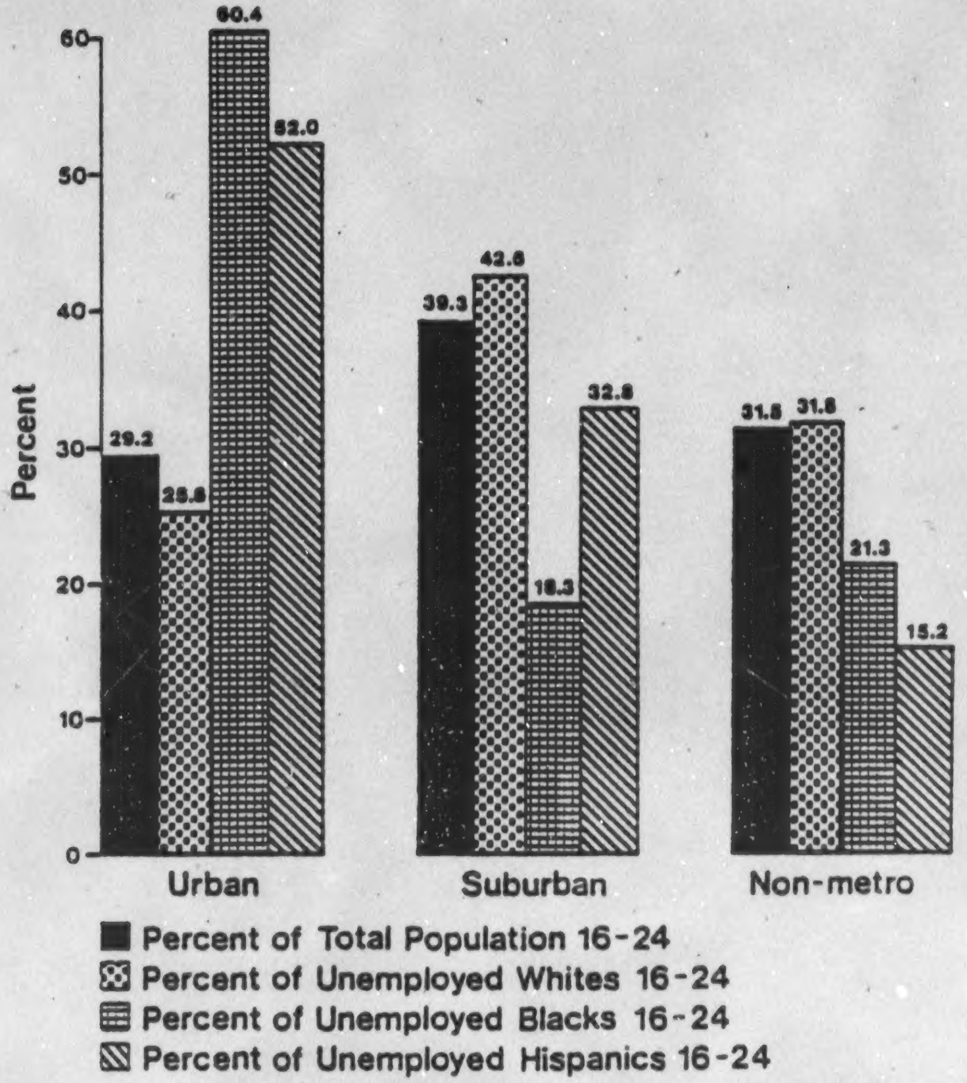
The percentage of unemployed youths from families below the poverty line was three times higher for nonwhites than for whites in 1977.

Source: Rockefeller Foundation, Conference on Youth Unemployment

Contrary to the popular opinion that teenagers work primarily to have "pocket" money, in 1969-70 14% of black teenagers working below the minimum wage level were primary wage earners for their families. As another indicator of links between family poverty and youth unemployment, black family poverty was 90% higher in families with unemployed youths than in those families with employed youths.

Focusing on the Heart of the Problem

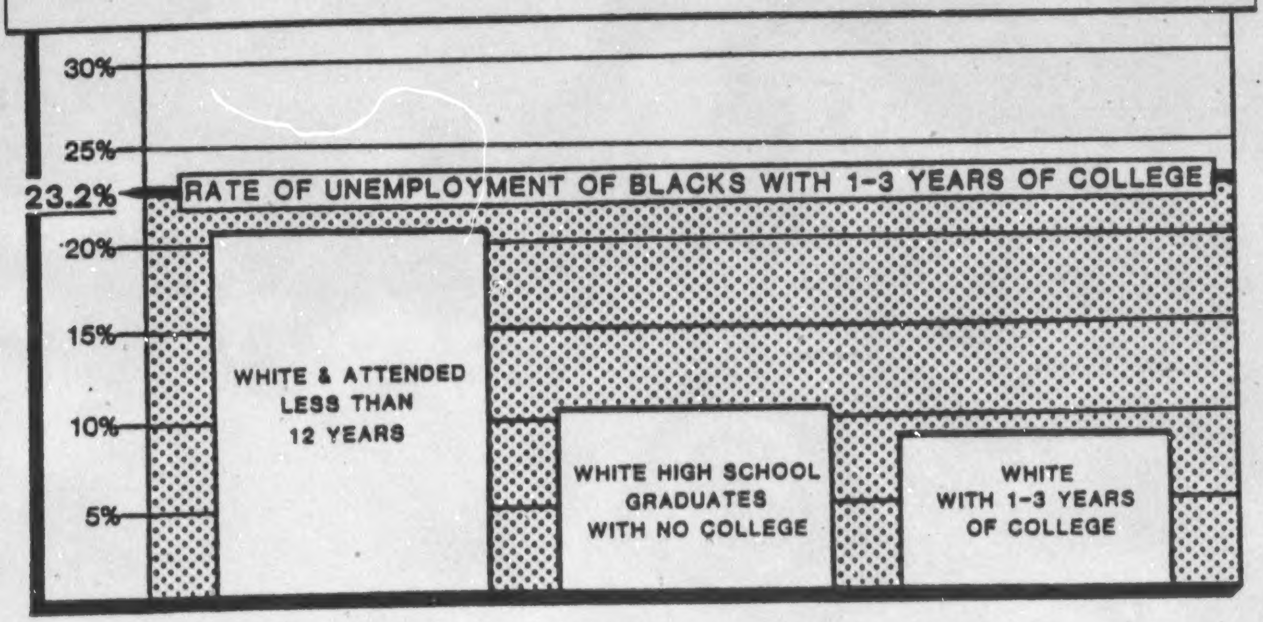
The Location of Youth Unemployment
1978



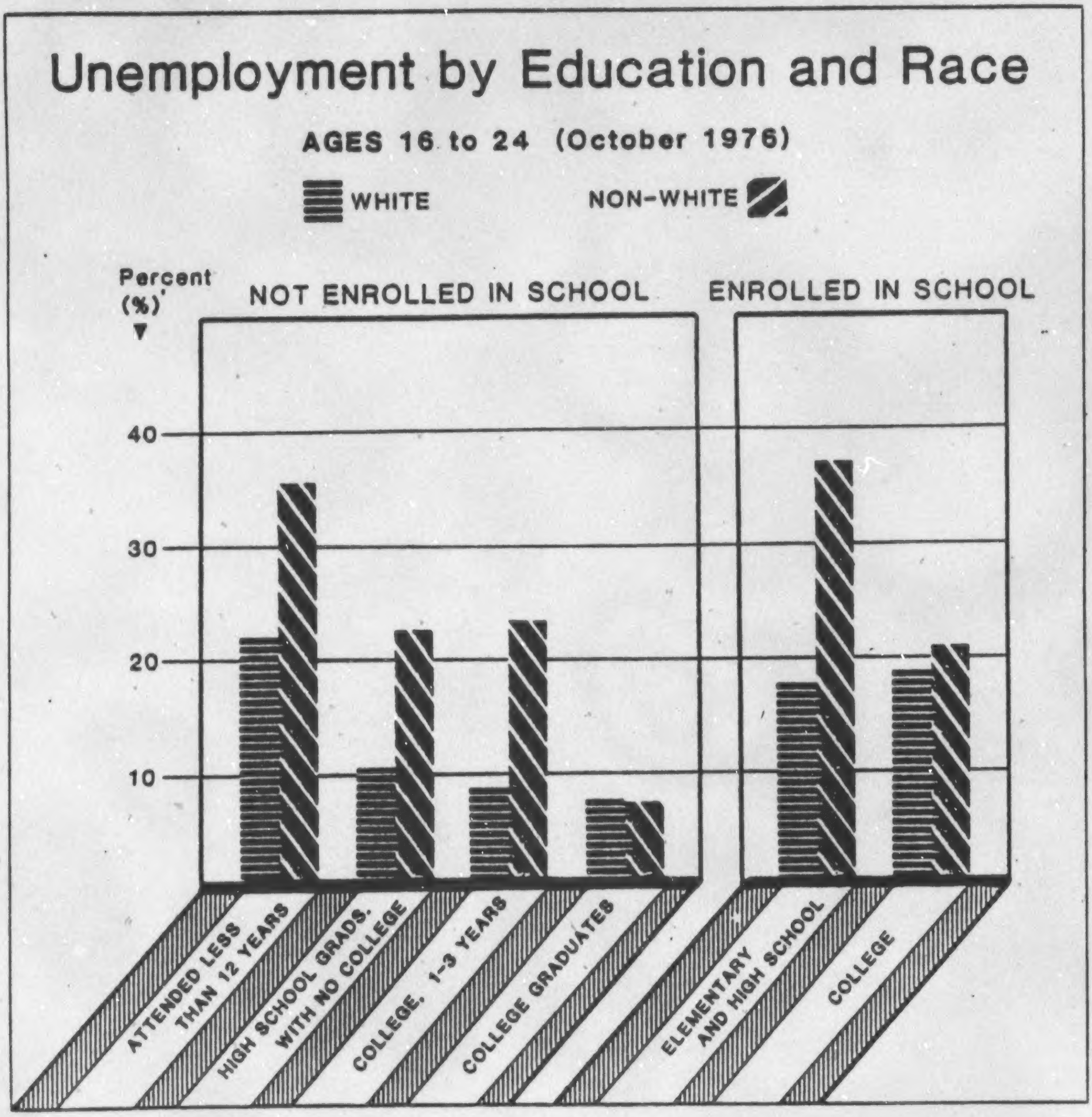
Source: Bureau of Labor Statistics, 1978 Annual Averages

Unemployment by Education, Race & Age (16-24)

NON-WHITE with 1-3 YEARS of COLLEGE
VERSUS
WHITE HIGH SCHOOL GRADUATES



Nonwhites with one-to-three years of college have higher unemployment rates than whites for all categories. The effects of discrimination are especially apparent considering that nonwhites with this level of educational attainment have higher rates of unemployment than white high-school drop-outs.

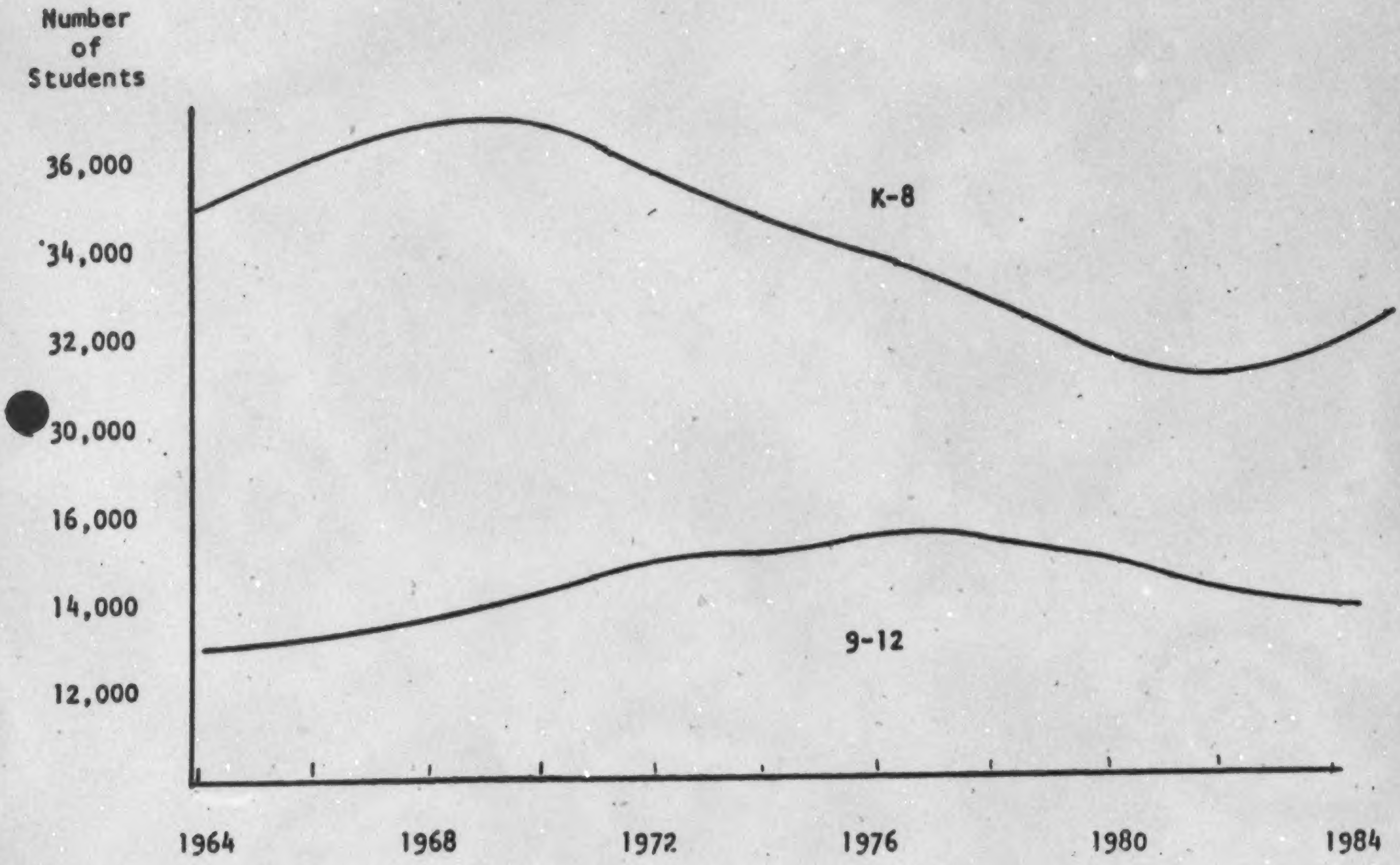


Unemployment by Education and Race

AGES 16 to 24 (October 1976)

- o Unemployment rates are highest for high school drop-outs, especially for nonwhites.
- o Nonwhite youth unemployment rates are higher than those of whites for all comparable education categories except the college graduates group.
- o In some cases, increasing levels of educational attainment result in lower rates of unemployment. This is true for whites, but for nonwhites the unemployment rate is actually slightly higher for those with 1-3 years of college than for those who are high school graduates.

ENROLLMENT IN GRADES K-8 AND 9-12, 1964-84, ESTIMATED AND PROJECTED BY HEW



ENROLLMENT TRENDS FOR ELEMENTARY AND SECONDARY SCHOOLS IN THE UNITED STATES, 1960-1974, AND PROJECTED FROM 1975 TO 1990[1]

Enrollment Trend	Educational Level									
	Elementary					Secondary				
	Years	Initial Enrollment[2] (in 000's)	Final Enrollment[2] (in 000's)	Absolute Change (in 000's)	Percent Change	Years	Initial Enrollment[2] (in 000's)	Final Enrollment[2] (in 000's)	Absolute Change (in 000's)	Percent Change
Rising	1960-1969	32,492	36,797	4,305	13.2	1960-1975	9,689	15,367	5,679	58.8
	1983-1990	29,521	33,871	4,350	14.7					
Falling	1970-1982	36,677	29,475	-7,202	-19.6	1976-1990	15,339	11,876	-3,463	-22.6

[1] Projected figures are based on Series II of the U.S. Bureau of the Census.

[2] Historical enrollment data is for total public and non-public regular day schools.

SOURCES: See Table 2.1. Also: National Center for Education Statistics, *Projections of Educational Statistics to 1983-84* (Washington, D.C.: U.S. Government Printing Office, 1975), Table 3; and National Center for Education Statistics, *Projections of Educational Statistics to 1980-81*, Table 1.

Services provided to reduce the problem of high school dropouts include counseling, academic assistance and personal services.

See Table 3.14

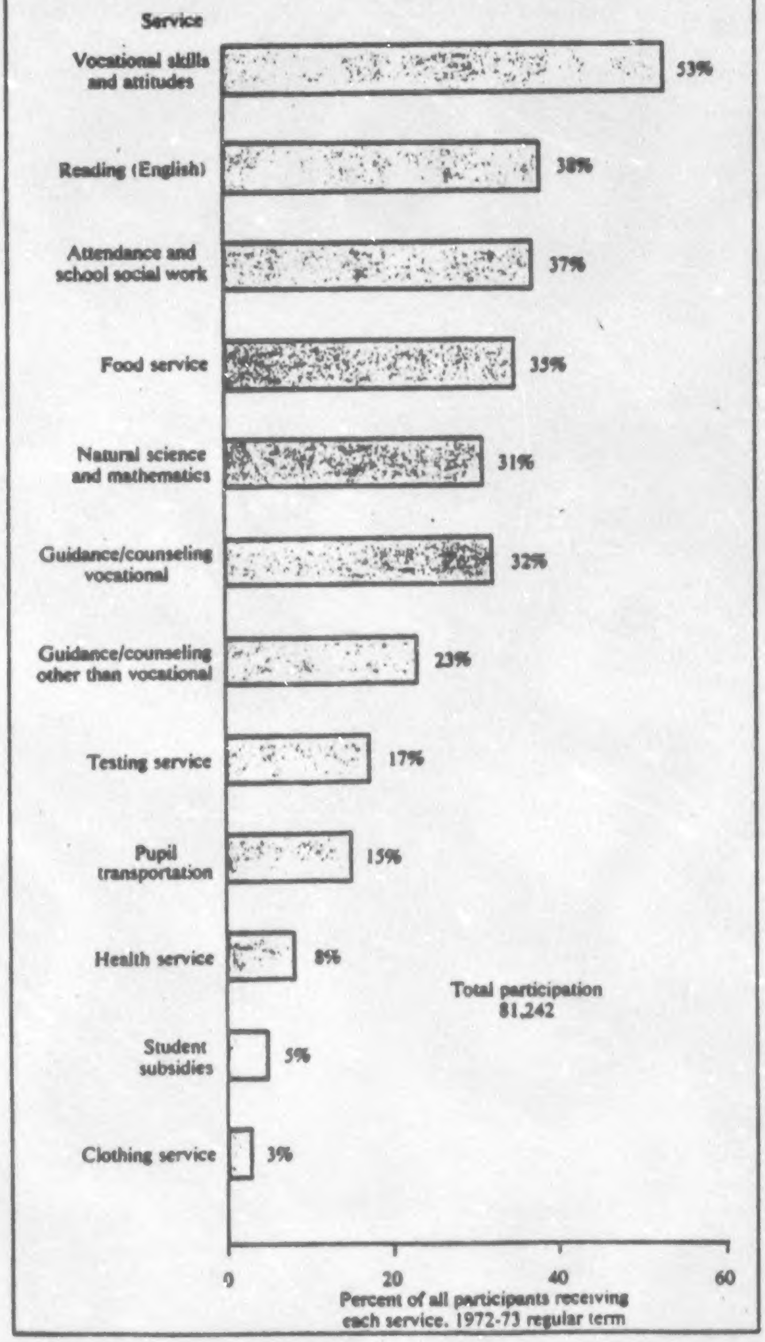


Chart 3.14

Federally Funded Services to Dropouts

The Impact of Federal Employment, Training, and Education Efforts

	FY	1976	1977	1978	1979
Increased education funding (000 000)		$8,222	$8,958	$10,554	$12,135
Increased employment and training funding (000 000)		$6,288	$6,877	$10,784	$11,729
Increased enrollments in CETA programs					
Service years (000)			981	1,467	1,544
New participants (000)			2,716	3,358	3,142

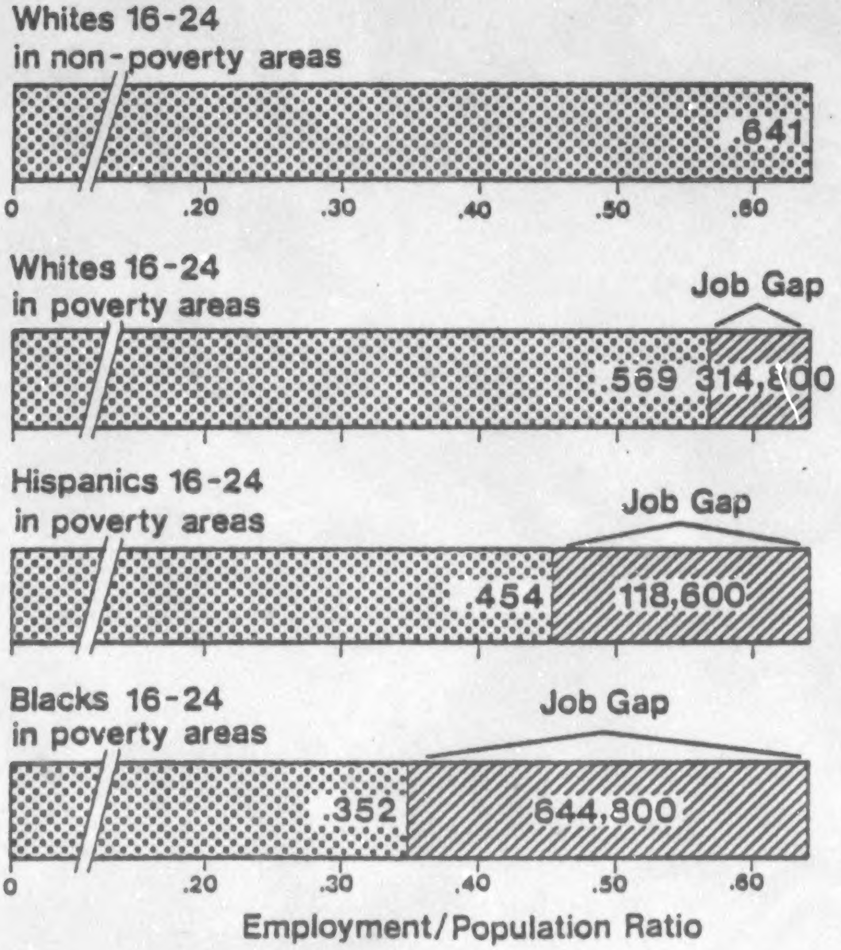
	1976	1977	1978
Increased employment among minority teenagers			
Black (000)	586*	495	557
Hispanic (000)		371	412
Lower teenage unemployment	16.9%	15.4%	16.3%
Lower minority teenage unemployment			
Black	37.1%	38.3%	36.2%
Hispanic	23.8%	22.9%	20.6%

*1976 data for blacks and other

Sources: Unpublished tables from Office of Education, Education Division, HEW
Training and Employment Function 504, Part 5 of The President's Budget
1980 Training and Employment Special Analysis, OMB
Employment and Unemployment in 1978, Bureau of Labor Statistics
Employment and Training Report of the President, 1978
Unpublished data, Bureau of Labor Statistics

Equalizing Opportunities:

Closing the Job Gap for Poor Youth
1978



▩ Employment/Population Ratios
▨ Jobs necessary for parity with white youth in non-poverty areas

Source: Bureau of Labor Statistics, 1978 Annual Averages

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Equalizing Opportunities:

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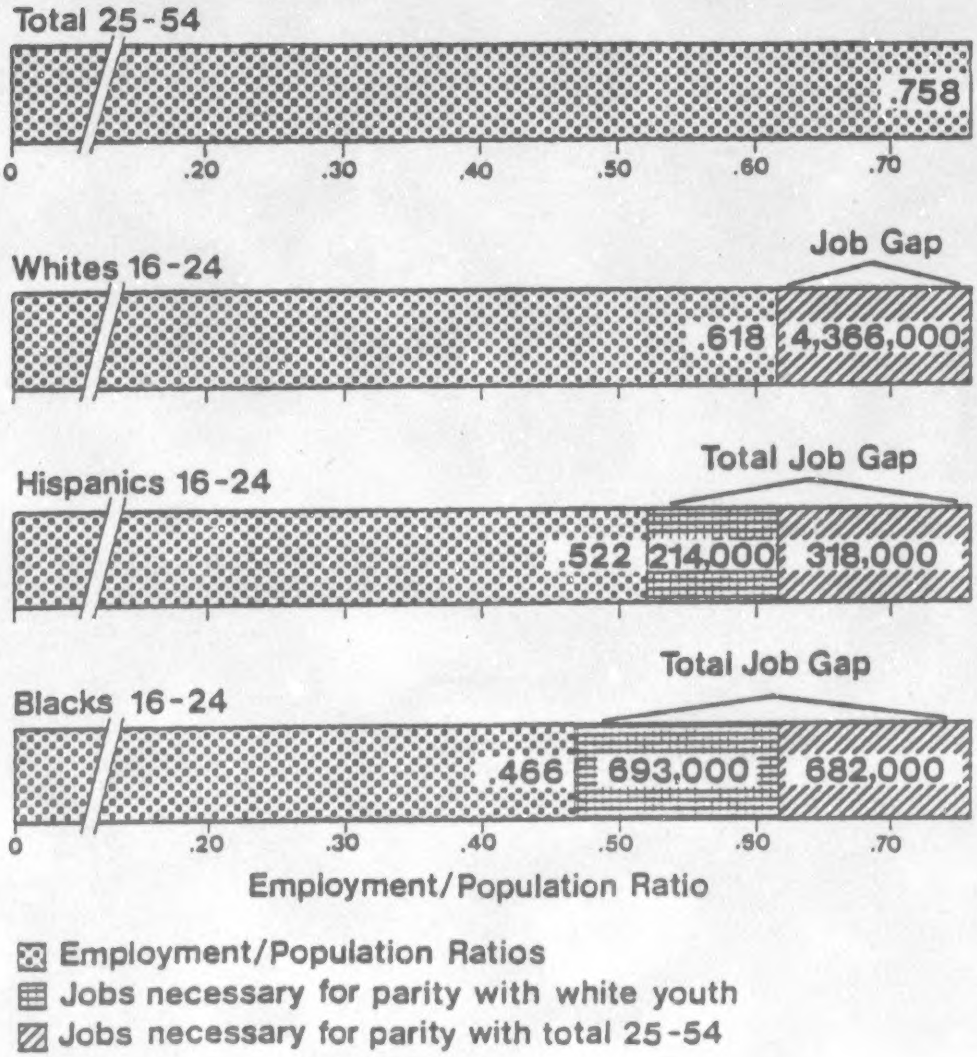

Source: Unpublished estimates from the Bureau of the Census, consistent with independent controls for current population surveys "Employment and Unemployment During 1978," Bureau of Labor Statistics